DOCUMENT RESUME

ED 148 208 HE 009 468

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TITLE Research on Part-Time Campus Student Financial Aid Personnel. Final Report.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE 2 Sep 77
CONTRACT 300-77-0142
NOTE 121p.

EDRS PRICE MF-$0.83 HC-$6.01 Plus Postage.
DESCRIPTORS *College Students; Counselor Training; Federal Legislation; Government Role; Higher Education; Information Dissemination; Information Needs; Information Services; Institutional Role; Job Training; National Surveys; Occupational Surveys; *Part Time Jobs; *Peer Counseling; Student Employment; *Student Financial Aid; *Student Personnel Services; *Student Personnel Workers
IDENTIFIERS *Higher Education Act Amendments 1976; National Center for Education Statistics

ABSTRACT

The project reported on was the second phase of activities mandated by Section 493B of the Higher Education Amendments of 1976. That section required activities to assist in the expansion and improvement of campus student aid information services. The project had as its objectives to: (1) analyze the findings of a survey of institutional practices regarding the use of part-time financial aid counselors; (2) draft recommendations for aid administrators, students, and other interested parties; and (3) hold public meetings to secure the recommendations before submitting them to the Office of Education. At present, it was concluded, part-time personnel are used primarily for clerical purposes and not for counseling, although their use as counselors is expanding. Although there is little objection to their use, the primary obstacles seem to be salaries, training, and supervision needs. As far as aid information dissemination in general is concerned, it seems that there is insufficient information available to students, and that the nontraditional student is the most difficult to reach. Peer counseling and information dissemination may help keep the focus on student rather than institutional needs, although it should not be seen as a cure-all. It is recommended that institutions be encouraged to expand the use of part-time personnel, involve student employees in off-campus training, and, set up and manage part-time and peer counseling programs. Financial incentives are not seen as necessary at this time. (MSE)

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ED148208

FINAL REPORT

RESEARCH ON PART-TIME CAMPUS STUDENT FINANCIAL AID PERSONNEL

CONTRACT NO.
300-77-0142

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September 2, 1977

HE009468

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REPORT ON THE USE OF PART-TIME PERSONNEL
FOR FINANCIAL AID COUNSELING AND INFORMATION DISSEMINATION

CHAPTER I

INTRODUCTION

The utilization of students and other temporary and part-time personnel in college and university financial aid offices is not by any means a new or revolutionary idea. Financial aid administrators have, for many years, supplemented their full-time staff with individuals working on a part-time basis. In fact, many institutions depend heavily upon these persons to accomplish essential tasks, particularly during the summer months when preparations for fall registration are most intense. For these institutions, the use of part-time personnel has been a given if their work is to get done. Other institutions depend less heavily upon part-time employees, but use them during peak periods and for more routine tasks such as filing and reception. A minority of institutions make no use of part-time employees, for a variety of reasons.

Over the past five years, increasing attention has been given to the matter of dissemination of financial aid information to student consumers and potential consumers of the various federal, state, private and institutional student assistance programs. Searching questions have been raised about both the quantity and quality of financial aid information currently available to high school couselors, students, and parents. Projects undertaken by the National Student Educational Fund, the CSS Student Committee on Student Financial Aid Problems, and the National Task Force on Student Aid Problems have all pointed up certain weaknesses in the existing mechanisms for disseminating student aid information.

One recurring recommendation coming from all of these evaluations has been the possible expansion in the use of students and/or other part-time personnel as a means of reducing the "information gap."

The above recommendations notwithstanding, little concrete action along these lines (except, perhaps, on individual campuses) came to pass until the Congress began work on what was to become the "Education Amendments of 1976." Encouraged by the National Student Lobby and other student groups, the Senate Committee on Labor and Public Welfare wrote into its bill covering the federal financial aid programs (S. 2657) a provision which would have required every institution participating in the College Work-Study Program to employ a specified number of students, related to the FTE enrollment of the institution, for the purpose of providing financial aid information and counseling to enrolled and prospective students.

The Senate bill report indicated:

"The Work Study program is further amended to mandate that the Work Study agreement institutions make with the Commissioner shall include provisions insuring that the institutions will employ work-study students for a certain number of hours, according to a formula, based upon the total number of students in attendance at that institution, to provide financial aid counseling and information. The Commissioner may waive this requirement with respect to any institution if he determines that such institution provides effective insititutional and financial information for students."

Elsewhere the report explains this amendment as follows:

"The Committee bill also includes an amendment which was proposed by the National Student Lobby (NSL). Research conducted by NSL demonstrated that the majority of students learn about student aid programs primarily from their peers. Other sources of information, such as government publications, school counselors, and parents, were less often used than fellow students. The amendment provides that a ratio of student counselors in proportion to the number of students on the campus will be funded by College Work-Study funds. These student counselors will provide peer counseling on student aid programs."

The specific language of S.2657 provided a new provision (8) to Section 444.(a), which would have read in part:

"An agreement (referring to the Agreement Covering Insititutional Participation in Programs of Student Financial Aid) entered into pursuant to section 443 shall-.....

(8) include provisions designed to assure that, subject to the provisions of subsection (d) of this section, the institution will employ students under such work-study program for a number of hours equal to the average number of hours worked per week by a full-time financial aid counselor at that institution so that the number of hours worked by students under this paragraph is equal to -

(A) the work of one such counselor for every eight hundred students for the first four thousand students in full-time equivalent enrollment at the institution;

(B) the work of one such counselor for every one thousand students for any additional number of students in full-time equivalent enrollment at the institution when such number is four thousand or more but not in excess of ten thousand; and

(C) the work of one such counselor for every two thousand students for any additional number of students in full-time equivalent enrollment at the institution when such number is ten thousand or more,

to provide all enrolled and prospective students (as defined in section 493(a)(2) of this Act) the information and counseling described in section 493(a)(1) of this Act) together with assurances that in complying with the provisions of this paragraph the institution will consult with its students; and ...."

This provision went largely unnoticed by the postsecondary education community until after the Senate had passed S. 2657 and it had gone to a conference with the House, whose bill had no similar provision. A combination of concern on the part of higher education associations regarding the cost implications of this provision and an apparent reluctance by the House conferees to become so directly involved in institutional management considerations led to a compromise in the form of Section 493B of the Act. That section called for study and discussion of means for improving financial aid information services at the campus level, to be culminated by a report from the Commissioner of Education concerning his findings and recommendations.

The entire new section, as enacted, reads as follows:

"Section 493B. In order to assist in the expansion and improvement of campus student aid information services, the Commissioner shall-

"(1)survey institutional practices of providing students with complete and accurate information about student financial aid, including the employment of part-time financial aid counselors under work-study programs, hiring other part-time persons from the community, using campus or community volunteers, and communication through use of publications or technology; collect institutional evaluations of such practices and disseminate the information described in this clause;

"(2)convene meetings of financial aid administrators, students, and other appropriate representatives to explore means of expanding campus financial aid information services and improving the training of part-time individuals involved in such services;

"(3)whenever possible, include student peer couselors and other part-time financial aid personnel in training programs sponsored by the Office of Education; and

"(4)make recommendations to Congress not later than October 1, 1977, concerning his findings and legislative proposals for improving the use and quality of services of part-time campus financial aid personnel."

This project is the second phase of the activities mandated by Section 493B, the first phase being a survey of institutional practices regarding the use of part-time personnel for counseling purposes in student financial aid offices. The results of that survey, conducted by the National Center for Educational Statistics, via its Fast Response Survey System (FRSS), are reviewed in detail in Chapter III.

The purpose of this project was to first analyze the findings of the FRSS survey, and draw tentative conclusions from the data. Then, based upon those conclusions, tentative recommendations were drafted for the consideration of financial aid administrators, students, and other interested parties. A series of three public meetings was held to secure this input prior to the development of this report for the Commissioner of Education, who will in turn report to the Congress, as required by Section 493B.

CHAPTER II

FINDINGS FROM THE LITERATURE

A. AN OVERVIEW

A review of the literature reveals suprisingly little about peer counselors or part-time employees per se. Only a few articles dealt with that aspect directly, although there were tangential references made to the use of student assistants and paraprofessionals.

On the other hand, the professional literature may be more relevant to the topic than it appears at first glance. One of the conclusions reached at the public meetings (see Chapter IV) was that the part-time employee (student or non-student)is not that much different than the full-time employee. Their training and supervision requirements are almost identical; they need to be evaluated, updated, and encouraged like everyone else. Selection is equally as important to achieving successful results, and concern for confidentiality impacts both part-time and full-time staff. The differences, then, are more a matter of degree than content.

Given that premise, most of the literature on training of financial aid administrators, counselors and other professionals in the "helping" professions have some relevance to peer counselors and other part-time staff. Likewise, the writing on selection, supervision, personal relations, etc., all has some transferability to the proper utilization of part-time personnel.

The remainder of this Chapter provides a synopsis of several of the

more applicable writings in the professional literature. A few deal directly with peer counselor utilization, training of financial aid interns (a fairly common use of "peer counselors"), etc. Most of the references, however, are included because of their transferability or applicability to part-time personnel as well as full-time staff.

B. SYNOPSIS OF SIGNIFICANT LITERATURE

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I. Need For Better Information to Facilitate Student Choice

Better Information For Student Choice: Report of a National Task Force, Elaine H. El-Khawas, March 1977

Inadequate information is an important barrier to enrollment as well as a major influence on the institutions students choose to attend. The decision is becoming more complex as a greater number of people with at greater diversity of interests and purposes seek postsecondary education. Better information and full disclosure is needed in order to match the student to the institution. As institutional publications become larger and difficult to keep up-dated, many institutions emphasize the need for person-to-person contact, including on-campus interviews or college nights where individual questions could be answered. However, these procedures have not been effective in reaching all potential students, and may not be cost-effective for many institutions. New initiatives are needed to provide improved information, advice, and counseling for prospective students. Two key points were stressed:

1. Institutional communications are only one of the elements on which students base their decisions. Improved publications would inform students more effectively, but better counseling and advising to ensure adequate interpretation are just as important. (It is generally stated that traditional catalogs and bulletins have not been sufficient in providing complete information.)

2. Institutional information serves many purposes for prospective students but is of greatest significance at the final step in the decision process, when they select which institution to attend.

To improve information dispersion in both academic and nonacademic interests, the National Task Force member institutions were assigned projects to develop new approaches and new information. Most member institutions developed an educational prospectus. The prospectuses were intended to

provide previews of what attending the institution would be like. The report is a guide to institutions on what characteristics are required for the institution to have better information, and how to write a prospectus. Their suggestions on better information on financial aid included more written information, examples, model budgets, examples of typical financial aid packages, explanations of how aid packaging works, statistics of financial-aid experiences of current students, charts for estimating need and packages, explanations of eligibility restrictions, lists of full costs per course, estimates of total costs for four years and estimates of tuition increases.

The report noted that suggestions from currently enrolled students were especially valuable. Students helped to identify areas where existing information was incomplete, inaccurate, or misleading. It was also noted that precise information carried potential risks to the institution, but that the benefits outweighed the risks. The study noted (page 67) that "Parallel efforts are also needed to improve the process by which students make their decisions. 'Better' information will not improve decisions unless students are given better counseling and advising. . .and assistance and training in skills of synthesizing, interpreting and evaluating the information provided by postsecondary institutions."

Making It Count: A Report on a Project to Provide Better Financial Aid Information to Students, College Scholarship Service, College Entrance Examination Board, New York, New York, December 1976.

The purpose of this publication was to improve equality of access, choice and retention of students in postsecondary institutions. The study sought to do this through new and different ways of communicating information about educational costs and aid to present and prospective students.

The study attempted to:

1. Document the need for better information
2. Identify reasons why the need for better information exists
3. Posit an ideal theme
4. To make recommendations for redress of the situation

It was found that many students never apply because of lack of information at the high school level. If they do apply, many students do not attend the institution of their first choice, believing that they can not afford the institution and being unaware of the financial aid possibilities. Enrolled students appraently have insufficient or inaccurate information about their chances of getting aid. A New Jersey survey done in 1974 stated that only 44% of all college students applied for aid. More than 25% with an adjusted family income of less than $6,000 failed to apply, and 40% with an adjusted family income of $6,000 to $12,000 failed to apply. Seventy-five percent of resident students failed to apply for a state grant program.

The second most frequent reason for withdrawal is financial difficulties, the first being boredom with classes. Ability to pay does affect attendance and persistance. The data of this report showed that finances are a major factor in determining the student's access to and choice among and retention in postsecondary education. It also pointed out that there is a major lack of correct information about costs and aid on the part of both prospective and present college students.

The study also noted that many postsecondary institutions withhold information about costs and aid for strategic policy or procedural reasons. The following "reasons" were given:

1. Truth will scare them away
2. It is too complicated to be truthfully communicated

3. Can't handle more student

4. Policies were unclear

"The complexity of the system serves to shield it from scrutiny." It was the study's belief, however, that full, honest, accurate disclosure of both facts and processes is the responsibility of the financial aid profession, just as that information is the right of the prospective student. The absence of clear financial aid policy should require that one be developed, not that information should be unavailable.

Communication skills are not utilized. Few aid administrators indicated clearly what they want the student to do. For the information to be effectively transmitted, received, and duplicated:

1. It must be factual in every detail
2. It must describe the correct sequence the student should follow
3. It should be identified with a specific time period
4. It should be complete and accurate
5. It should have the facts arranged in the order of their significance

Several financial aid offices continue to generate dull, unreadable, jargon-filled documents.

The study suggested an expansion of non-institutional information systems through a national awareness campaign, the ideal being to provide information to the family early, around the ninth grade, and then more specific information at the high school level, including an idea of how much aid they could expect.

The Crazy Maze of Financial Aid, Francis J. Sandor, Jr.

This report describes the various aid programs and should be used with the understanding that much of the information is now out of date. It points out the need for better information to students. If updated, it could provide

counselors with some basic program information. It is written as a guide to students.

Improving the Consumer Protection Function in Postsecondary Education, Final Technical Report, Steven M. Jung et al, October 30, 1976.

The report stresses the need for better information to facilitate more informed decisions. The study is primarily concerned with the initial choice of which institution to attend. Most of the suggestions for providing students with more and better information concerned objective, comparable data on postsecondary educational alternatives. In the "Literature Review and Summary" it was noted that federal and state agencies have already begun to mandate better information flow to consumers. FTC guidelines indicate that written information on academic progress policies, additional costs, facilities, equipment, class size, placement services, etc. will likely to influence enrollment decisions should be furnished to prospective students before they sign enrollment contracts. Recommendations for establishing central dissemination mechanisms were the major strategy proposed for outsiders to provide information to consumers about all postsecondary educational institutions or programs. Exchange of information through peers is utilized somewhat in the "Student's Consumer Guide" through cassette tapes, which dramatizes cases where students discuss abuses that they encountered.

2. Meeting Student Needs With Student Input

The Options Handbook, Communicating With Prospective Student About Postsecondary Educational Options, Summary and Recommendations, National Student Educational Fund, edited by Mary S. Carslon and Chip Berlet, 1976.

The perspective of many kinds of students and student representatives, as documented by students themselves, is helpful in determining what the issues are. Student input should be utilized in continuing dialogues and evaluations of the delivery of information to students, potential students, and their families. The involvement of many kinds of students is essential in solving educational problems because student interests differ from the interests and perspectives of administrators, faculty, state agencies, and staff. It is a student concern to have widespread availability of information on financial aid programs. "For example, a student information gap exists when a high school counselor or a campus financial aid administrator receives enough BEOG applications to distribute to each high school junior and senior or each potential recipient on a campus, and leaves them in his or her office to be picked up."

Consensus was reached that students needed much better information before taking out loans. Students and prospective students need information to meet student needs--not the needs of institutions or the government. Receiving information prepared to meet the purposes of the institution limits a prospective student's base of information and necessarily renders his or her decisions less well-reasoned. Researchers need to pay more attention to considerations like the kinds of information that will best benefit prospective students, the kinds of information that are most likely to reach a prospective student, and the forms in which information is most helpful. In addition, the

varying information needs of different groups of potential students need to be examined. There is a large amount of information currently being collected from students and prospective students, from educational institutions, governmental agencies and employers which could answer many of the questions prospective students are asking.

For the purposes of public credibility, students, potential students and members of the public should be placed in positions of responsibility on federal regulation bodies, state licensing and approval bodies, private accrediting bodies, and others which collect and disseminate information about education, handle educational complaints and regulate postsecondary education.

Students should be involved in developing information systems. Student purposes and perceptions differ from administrators and planners. The increasing flow of information must be better coordinated and targeted to meet individual needs. The role of the counselor should be carefully reviewed in terms of the individual's decision-making process and questions like the following need to be asked:

1. Is the counselor trained properly to provide information?
2. How does the counselor interpret information to match or satisfy student needs?
3. How does the counselor aid in establishing criteria for the student's decision?

Historically, it has been difficult for students to grasp the "real costs" and benefits of various options. Traditionally, much of the information about financial aid has been distributed by persons such as high school counselors or teachers. Those persons frequently do not understand the system they are explaining to students. The rapid growth and complexity of the aid system make it virtually impossible for the unspecialized counselor to master, let alone keep up with the aid system. Once enrolled

in an institution, student information needs shift and students need to know the conditions and terms of their awards. Any major efforts to improve the flow of information concerning financial aid programs must begin with a recognition of the multiple audiences who need information. One of the sources of the information gap in California is a lack of trained persons to analyze, consolidate and deliver information to students. Each institution receiving financial assistance, each local or regional counseling center, and each statewide agency or program should recognize a Student Resource and Information Board selected by student peers. Federal and state agencies should cooperate with associations of high school counselors and financial aid administrators in planning information and training workshops with counselors to improve their ability to deliver information to students.

Counseling in the high schools is ineffective. Their ineffectiveness stems in part from student confusion over the role of the counselor who must perform the multiple roles of gatekeeper, disciplinarian, and administrator. These roles are oriented towards serving the needs of the school rather than serving the needs of the students. These roles make it impossible for students to believe counselors are dedicated primarily to their educational and occupational success. Peer counseling and computer information services should be supported. Both of these mechanisms have been shown to be effective. They are likely to be less costly and appear to be the only way to make counseling services more available than the current ratio of one high school counselor for every 621 students.

3. Counseling Within the Aid Office

"The Role of Counseling in Financial Aid," Dr. Carmencita Quesada-Fulgado, Journal of Student Financial Aid, March 1974, pp. 19-24.

This article suggests that we go beyond need analysis and focus on the student, as financial aid is essentially a student personnel function. Financial aid officers cannot help but be involved with the student's values, objectives, plans, and his sense of reality. We must recognize the fact that the financial need of the student is circumscribed within his educational and vocational plans, career goals and even with health and adjustment aspects of this development. Therefore, it seems logical for the financial aid program to be an integral part of the total student personnel service and operate under a counseling frame of reference. Definition of counseling: "Start by saying that it is a process designed to help a person answer the question 'What shall I do?'" At present the trained counselor offers both kinds of service--that of "helping people to make wise choices and helping them to improve their emotional health and well being (Tyler, 1968, p. 12).

The presence of students of diverse backgrounds and ages in college campuses has made the need for counseling very apparent. Complicated curricula, conflicting life patterns, attitudes and standards, adjustment problems, sexual problems--are just a few of the usual types of problems handled in college counseling centers. The presence of these diverse types of students with equally diverse problems made it customary to clasify counselors into problem areas of specialization, such as educational-vocational counselor, personal counselor, career and placement counselor, vocational rehabilitation counselor, veteran-draft counselor, and the financial aid counselor. "Classifications are based on how the student

approaches the problem."

Since it is a program concerned over the development and progress of the individual student, the financial aid office has become important in the student personnel area. Operating within a student personnel framework, the financial aid officer is a counselor who, in determining eligibility status or whether to consider work or loan, may bring out questions involving the student's values and ambition. The financial aid counselor must be sensitive to the needs of the individual, not just financial needs but the general need structure of the student. The problems of self, ability to succeed, sense of worth, acceptance of responsibility, need for independence are just a few of the conflicts which threaten the academic success of the financial aid recipient. Whenever necessary, the financial aid counselor becomes a personal or vocational counselor of the student receiving financial assistance. It is important to consider that the position of the financial aid counselor is quite strategic, for usually he is the first counselor seen by the students with financial difficulty after admission to the college.

It is important that the financial aid counselor is aware of other counseling and supportive resources for students in order to facilitate referral to other services and to isolate a single area of a student's life such as his financial difficulty and deal with it apart from any consideration of other areas of his life. The counselor will encounter numerous types of problems besetting the student, and cannot and should not deliberately develop a relationship of a therapeutic nature with the student.

The growing impersonalism in campuses can be altered by developing the counseling function of the financial aid officer. He can be a general financial counselor to the student and help him manage his finances, develop

pertinent occupational information regarding job requirements, career opportunities and employment trends, see the student as a unity and assist in discovering and overcoming any barriers.

"Financial Aid Officer: Accountant or Counselor?" Charles Fields, Journal of Student Financial Aid, June 1974, pp. 8-14.

Not uncommonly the aid officer is the student personnel worker with whom a given student has the greatest personal contact. The financial aid officer has numerous opportunities for counseling; he is in a position to offer the student much needed assistance, providing s/he has not only enough concern, but also knowledge of an effective approach.

Goals in counseling for financial aid are not dissimilar from other counseling. Basic elements:

1. Develop better self-understanding regarding his/her strengths, weaknesses, interests, values and attitudes.
2. Develop confidence and feelings of dignity and worth.
3. Develop realistic educational, vocational and personal goals and plans.
4. Learn to accept responsibility for actions and for future.
5. Develop abilities to accept, deal with, and solve life problems.

The specialized goal of financial aid counseling is to help students develop fiscal responsibility. Many students need assistance in learning the long range consequences of acquiring poor credit records; often they need help in planning and living within budgets.

Many financial aid officers have little formal training in counseling. This, along with the very real problem of insufficient staff time, suggests that goals regarding student counseling may not be being reached in many financial aid offices. If aid officers accept the need for providing effective counseling services in their offices, then they must actively seek to

promote the development of these services. Efforts might include:

1. Taking formal course work in counseling principles and practices

2. Reading literature related to counseling and financial aid

3. Attending formal and informal seminars with colleagues (i.e. counseling center staff, health center staff, faculty, etc.)

4. Convincing superiors in their institutions of the need to provide adequate staff so that counseling truly can occur.

4. Success and Problems of Similar Programs Within the Aid Office

"A Report on the Financial Aid Internship Program at the California State College, Fullerton," T. D. Morris, Journal of Student Financial Aid, March 1972, pp. 35-40.

Office space presented a problem during this study in utilizing interns in the financial aid office. The area available was overcrowded and the desks, tables and chairs were utilized to the maximum by permanent staff and student assistants. After a thorough examination of all factors, however, it was determined that a judicious staggering of schedules would provide seating space for no more than three interns. The number of interns, therefore, was determined by the space limitations.

It was noted in the program that a competent financial aid practitioner must master three basic areas of knowledge:

1. He must be intimately familiar with the technical aspects of financial aid, to include need analysis and the statutes and and implementing regulations of all federal and state programs.

2. Since interviewing and financial counseling is a vital part of the financial aid effort, a knowledge of interviewing techniques is essential.

3. Most financial aid professionals are responsible for the management of at least one program, and this factor suggested that solving management problems should be an area of emphasis.

Lecture and demonstration were used to familiarize with the various programs. The instructors were members of the financial aid staff, each lecturing upon his particular specialty. Manuals were used as texts with students spending several days observing the actual operation of the various sections to give the interns a working knowledge of the programs administered by the financial office, the forms used in each, the internal office procedures, and a "feel" for the entire operation.

Next the interns were instructed through sitting in with experienced counselors to learn interviewing techniques and application of the knowledge they had gained. A critique followed each interview and through gradual participation, the interns ultimately were to conduct their own interviews under the guidance of experienced professionals.

No formal procedure was utilized in selecting the interns. The Financial Aid staff was asked to recommend minority group students whom they knew, the Director talked with each one to determine his interest and availability, and two blacks and one Chicano were selected to enter the training. The recommendation of the Financial Aid staff and the student's desire to participate were the only criteria used in the selection.

The lecture portion of the program instruction could not be given to all three interns at the same time. Each instructor had to give three separate lectures on his specialty, and this proved troublesome, since three generous hunks of time had to be taken from busy working schedules. Also, the fragmented lectures precluded the interns from progressing roughly the same speed, and this resulted in interns having varying levels of expertise in each program and was preceded by four or five weeks of chaos and confusion. After observing 8-10 interviews, all three interns felt capable of conducting their own and asked to do so. Even with an experienced interviewer present, this turned out to be a mistake, The interns were insecure and nervous in their initial interview situations, and the experienced counselors often had to intervene to salvage the contact. The interns were returned to their former status and observed another 25 interviews before they were again allowed to serve as principals. This additional training proved valuable, for subsequent interviews went smoothly and professionally.

Changes suggested for the next year included (1) budgeting, with the administrative allowance, the interns' stipends, (2) the selection procedure needed to be more systemized with the possible use of the Financial Aid committee and (3) evening seminars must be scheduled to present the instructional aspects of the program so that some interns will not progress faster than others, (4) the interview observation period should cover at least 30-35 separate interviews, for any less does not adequately prepare the intern for this important function, (5) a semester is too short a time to produce full qualified graduates; a full academic year is needed, and the Fullerton program has been altered to reflect this. All indications point to the conclusion that the intern program is a valuable one and that it is acheiving its primary goal of preparing minority group members for entry into the financial aid profession. The Curriculum used for this program for the second year is included as Appendix A.

"Mini-Internships -- A Method for Professional Improvement, Orientation, and Recruitment," Bobby Johnson, Journal of Student Financial Aid, May 1972, pp. 19-22.

This report advocates an on-the-job, one to one relationship type situation for a teaching-learning method. Usually this type of training is criticized because it takes too much time. Mini-internships are given in connection with the context of a course. These students either have previous experience in some phase of student personnel services or administration of higher education, or have indicated that they intend to enter one of these areas upon receiving their degree. One of the students commented "I didn't realize there was this much counseling done." See Appendix B for curriculum used.

"Group Interviews -- An Effective Approach to Counseling Students Concerning Loan Responsibilities," John Bannister, Anna M. Griswold, Journal of Student Financial Aid, March 1974, pp. 34-39.

When the counselor gives numerous explanations of the same information and the task becomes his total job, the counselor assigned to this responsibility lost some effectiveness because of the routine nature of these interviews. It became necessary to examine loan procedures, specifically the method of conducting initial interviews. This led to the method of group counseling, initially initiated to make the student aware of his rights, privileges and obligations, and the sessions took place at Memphis State University.

Attendance at these sessions has generally been excellent. Students seem to find it easier to walk into a group session than to have an individualized, scheduled conference for which many never really perceived as a need. The meeting atmosphere was kept as informal as possible. It was felt that

the group setting prompted greater concern and discussion than had been evident in the former individualized conferences. Many questions and comments came forth from the group which dealt with financial aid matters other than loans. In the group setting, students who are hesitant to raise questions benefit from those who are not hesitant. A variety of questions came forth in an atmosphere of peer group discussion rather than a structured, authoritative information-giving session.

Borrowing seemed to be perceived by students as more important and as a real responsibility. The effectiveness of the group interview approach accrued certain benefits to the Student Aid Office in terms of efficiency and management. The overwhelming task in administering initial interviews on an individualized basis was eliminated except for unique cases. Savings in terms of time and effectivess for the counselor has been significant. In addition, the presence of the counselor during the group interview helped to create a positive contact between the student and the Student Aid Office. The level of effectiveness of the counselor did not wane because repetition of information was reduced in the group setting as compared to individual conferences.

5. Training

"Counselor Training: Meeting Your Demands," Marv Moore, Personnel and Guidance Journal, February 1977, 55:359-362

There is currently a demand for quality, low-cost psychological services that are accessible to all persons regardless of income level, race, religion, sex, or sexual preference. It is not feasible or even desirable that only a handful of individuals trained at the doctoral level be considered the exclusive providers of counseling services. The current question to be answered is not how to produce more professionals to meet the burgeoning need for services, but the real question is "Who trained at what level can do at what cost and with what results?" (Korman, 1973). There is a need to develop a broad range of potential services beyond the traditional one-to-one verbal interaction. Training institutions, with a few notable exceptions, have been slower to respond to this need than the counselors who comprise the professional front-line ranks. These are lean times for higher education, and counselor education programs are faced with significant decreases in federal funding, as well as declines in state and private support. The price of innovation must be borne by the programs themselves and priorities must be clear.

More than sufficient evidence exists to support the fact that different services with different objectives can be offered effectively to a wide range of target groups by helpers at varying levels of training. As the counseling profession moves in the direction of providing accessible services to all persons, counselor training programs must also move in a direction of greater openness in attracting culturally diverse students and providing

relevant training, a mandate for truth in advertising can be met by preparing full statements of a program's educational objectives, political biases, faculty interests, number of applicants admitted yearly, percentage of culturally diverse students and faculty, and the availability of financial aid, to name just a few of the typically unpublicized program facts.

There has been a change in current counselor training with the development of systematic technologies for teaching basic helping and human relations skills. The growing number of such technologies include human relations training, interpersonal process recall, and micro-counseling. These technologies tend to follow a four-step competence acquisition sequence. First, desired helping skills are translated into behavioral effectives that are in some way observable and measurable. Second, training experiences and programs are designed to explain and afford practice in simulated and real situations with performance feedback. Third, supervised practices are carried out with a number of clients until the desired proficiency is reached. Finally, didactic learning situations may be provided with related theoretical and research support integrated with actual helping experiences.

These human relations training technologies have not only modelled systematic procedures by which other helping behaviors may be imparted, they have also forced the profession to the point where it is now able to teach the lay population directly, the ingredients that make for successful counseling. The proponents of training technologies have thoroughly demonstrated that a wide range of persons including, among others, parents, prison workers, crisis line volunteers, and teachers can effectively learn and utilize basic helping skills to facilitate growth in others. The most natural curricular addition that derives from the human relations training movement is the systematic training of professionals as trainers or trainers of trainers, employing the same four-step process of skill acquisition. Several graduate training programs have

initiated such options in their training, including Colorado State University and the American University.

"Instructions, Modeling and Rehearsal: Implications for Training," G. L. Journal of Counseling Psychology, 23:272-9, May 1976.

One frequently used source of manpower has been various paraprofessionals, such as college students, who have been reported to work effectively in a variety of roles and settings. (Gruver, 1971; Holzberg, Knapp, and Turner, 1967; Poser, 1966; Zax and Cowen, 1967). Training programs have been developed and have extended training to a wide variety of persons. Typically, the human relations model employs three methods; modeling, instructions, and rehearsal. The trainer serves as a model of basic helping skills. In preparing college students for helping roles, training was presented in the uniform manner to all subjects via pre-recorded video tape. Tasks requiring response facilitation are best accomplished through rehearsal operations, in which a person's anxiety level is reduced to a satisfactory level for effective performance. However, simply telling the subject what to do rather than using trial and error learning was a more effective modification procedure.

Critical-incident interview - the interview measure revealed that a combination of training variables facilitate performance more than each variable alone, and that modeling was a critical variable on the interview task. The general finding that instructions, modeling, and rehearsal in combination facilitated performance more than each variable alone is confirmed by other studies. Results indicate that groups receiving instruction modeling, or rehearsal alone tended to return to base line performance, while those receiving training from combined procedures increased their performance. Apparently, training impact is greater when the learning environment is more closely matched to task performance. That is, the task structure of written

responses could be understood as being more characteristic of didactic training, the learning of responses to highly specific cues. Instructions seem to be particularly effective when the task is relatively structured, while modeling procedures seem to facilitate performance under relatively ambiguous task situations, as in the interview.

"Family Financial Counseling," C. V. Churaman, A. Rasmussen, Journal of Home Economics, January 1977, 69:18-21.

Students at California State University, Long Beach, are among those who have an unusual opportunity to prepare for careers in family financial counseling. In the family financial class clinics set up by William Buckner, and described in the Journal of Home Economics, both graduate and undergraduate students participate in classroom discussion and evaluation of the case problems presented. Dr. Buckner, a lawyer on the faculty of the college of Home Economics, has his students make weekly visits to a nearby Legal Aid office to provide financial counseling as a community service to families. The program has turned out to be a great benefit to all concerned; faculty, students, and the community.

In the Department of Family Economics at Kansas State University - Manhattan, a unique outreach program in financial aid counseling is underway. Through its financial counseling practicum for senior and graduate family economic students, the department has joined with a financial counseling clinic in the Army Community Services (ACS) at nearby Fort Riley. Military personnel and their dependents participate. Kansas State's Department of Family Economics and ACS (a branch of the armed services that attends to the social needs of military personnel) began its cooperative effort in 1970 at the request of the officer-social worker then in charge of ACS. The financial counseling service at ACS offers three types--remedial, preventative, and

productive. Persons who need remedial counseling are referred to the counseling clinic by the post's referral agent, such as the legal staff of the Judge Advocate General or the company commander. Few military families seek preventative counseling. However, post officials at Fort Riley printed and distributed to their troops thousands of copies of "Managing Your Money," a brochure designed by two of the student financial counselors and revised by coordinator of the program. In addition, student counselors, when requested to do so by the ACS staff or the company commanding officers, offer consumer education and family finance presentations to interested groups. A few persons have requested productive counseling for information on selecting and purchasing such complex financial services as insurance and investments.

The student financial counselors selected for their maturity, emotional stability, and academic excellence staff the clinic under the close supervision of the faculty coordinator and the ACS social workers. As they work with clients of diverse socioeconomic backgrounds who often have problems the students themselves have not faced, students augment the knowledge they have acquired in the class-room with direct, practical experience. Students quickly learn to mediate client's differences with businesses, particularly creditors. Student counselors are required to take a core of 18 credit hours of family and consumer oriented economics of financial management, including a preparatory course in financial counseling, with 16 additional credit hours in such profession electives as consumer action, consumer relations, problems of the elderly consumer, economic standards of women, consumer loans, and supportive courses in the social sciences, education, business, and counseling. The students come to the clinic prepared to face the challenging work they do there. Students evaluate the financial counseling practicum as the most

valuable academic credit earned in college. They develop self-confidence and exposure to actual working conditions and continued faculty support. Referral agents on the ACS staff enhance the student's professional image and help them anticipate their future careers.

"Counselor Trainee Emotional Responses to Initial Counseling - Interview Stress," T. F. Mooney and W. A. Carlson, Journal of Counseling Psychology, November 1976, 23:557-9.

The notion that counselor trainees become very anxious when interviewing clients under supervised conditions is generally accepted. It was noted that any significant human relationship is charged with anxiety. The counselor-trainee/client and counselor-trainee/supervisor relationships being very significant human relationships, are thus charged with a great deal of anxiety. The purpose of this study was to demonstrate the extent to which counselor-trainees experience changes in emotionality while they interviewed a client under supervised conditions.

The data presented in this study clearly indicate that counselor-trainees experience a considerable increase in emotionality before interviewing a client. Although measures of depression and hostility were obtained in this study, the major emotion studied was that of anxiety. From standard definitions of anxiety, this would mean that the trainees experience significantly higher levels of an unpleasant emotion synonymous with dread. The anxiety may well have been, and probably was disruptive in the counselor-trainee's performance of counseling a client.

There is an apparent need for more research dealing with effective anxiety-reducing modalities for employment with a graduate-level counselor trainees in a practicum setting. This research could include further investigations using six systematic desensitization and altered states of consciousness (i.e., hypnosis and biofeedback procedures).

6. Perceived Counselor Competence

"Expertness, Similarity and Preceived Counselor Competence," S. B. Spiegel, Journal of Counseling Psychology, 23:436-41, May 1976.

The findings of this study support the importance of counselor credentials and determining client's initial impression of counselors. The first impression can be crucial in determining the client's future involvement in counseling. If the counselor is seen as inept, it is likely that the client will terminate the relationship or make himself psychologically inaccessible to the counselor. Alternatively, the counselor who is initially judged to be competent will illicit a greater commitment on the part of the client, and will therefore be capable of exerting greater influence. Even when the counselor's behavior is constant, varying attributed counselor characteristics affect the way in which the counselor's behavior is perceived. The purpose of this study was to determine effects of suggestions of counselor expertness and similarity to the client on perceptions of the counselor's confidence.

Expertness is defined as the possession of formal experience and training that are evidence of special knowledge. Expertness has been shown to make a counselor more influential and attractive to clients, as well as to offset the effects of undesirable counselor behavior. Only when a counselor behaves in an extremely attractive or unattractive manner has attributed expertness been demonstrated to have virtually no effect.

A counselor and client may be alike by virture of attitudinal similarity or membership group similarity. Furthermore, it is assumed that attitudinal similarity is inferred by membership group or background similarity. A counselor who is similar to a client is expected to be more influential than a counselor who is dissimilar. Literature in social psychology indicates that this may be due to the attractiveness (McGuire, 1969) and credibility (Friedman,

Carlsmith, and Sears, 1970; Hovland, Janis, and Kelly, 1953, Jones and Gerard, 1967) that are derived from similarity. This accounts for similarity to the point it may lead the client to view the counselor as an appropriate person to assist him with his problem. The more qualified the client believes the counselor to be, the greater the probability that the client will perceive the counselor's behavior as helpful.

However, as the counselor gains in expertness, similarity may decrease; the converse is also true. Whether similarity or expertness will facilitate perceived counselor competence is determined by the nature of the client's problem. The traditional college counselor is high in expertness and, as a result in differences in age and occupation is lower in similarity to the student client. In recent years, however, there has been a trend toward the employment of non-professional counselors, especially peer counselors. While peer counselors may be low in expertness, they are high in similarity to their clients because of their age and status. Evaluation of peer counselors has been positive (Gruver, 1971). Most of the explanations for the success of peer counselors have attributed to the differences in the way peer counselors act compared to professional counselors. However, what the client knows about the counselor's background may significantly affect the way in which the counselor's behavior is evaluated in the initial interview. In some situations, the peer counselor's similarity in age and occupation may lead the student-client to view him as less threatening, more understanding, and therefore more helpful. For other types of problems, the professional counselor's training and experience may lead the student client to view him as more competent.

The results of this study demonstrated that attributed expertness was far more effective than attributed similarity in facilitating perceptions of

high counselor competence, regardless of the nature of the client's presenting problem. The findings suggest that expert credentials are an essential component of perceived counselor competence. Apparently, when a counselor acts ambiguously, the client is more likely to assume that the expert knows what he is doing. While similarity facilitates friendship relationships, it may not have comparable effects in counseling if there is a concommitant loss of expertness. Although college students may be inclined to discuss certain types of problems with their peers on a casual basis, when such discussions become formalized in a counseling relationship, the client may require the peer counselor to justify his ability to act in the capacity of help-giver. This suggests the nature of peer counseling needs to be re-examined. The advantage of the expert counselor suggests that lack of ability derived from training or "experience in the world" works to the peer counselor's disadvantage. However, appropriate credentials can counteract this. Extensive training of peer counselors is essential for legitimacizing their roles as well as for developing their skills.

"Paraprofessional and the Organization: Some Problems of Mutual Adjustment," H. S. Feild and R. Gatewood, Personnel and Guidance Journal, December 1976, 55:181-5.

Delworth (1974) pointed out, "Beyound the personal disillusionment of the paraprofessional, little has come of the premise that paraprofessionals would create a real change in the area of human services, especially for minorities, the poor, ans women. Many agencies remain as racist, sexist, and elitist as though paraprofessionals had never been involved in their operation. How could so many have had such a limited impact on the agencies in which they worked? What happened?"

One of the key detriments for a paraprofessional's success is their initial supervisor in the agency. Administrative personnel may mar or enhance

the likelihood of a worker's adjustment. Paraprofessional workers have been used extensively in human service organizations for a number of years, in most cases with considerable success. On the perception of the agency, the employment of paraprofessionals can result in problems by their overidentifying with the clients or with their employing agency. In the former case, paraprofessionals may disrupt operating procedures or policies, and in the latter case, they may lose much of their value to the agency as a bridge agent. Other problems in areas such as training, supervision, and job performance may be traced to the lack of general and specific work skills. Suggestions were given to enhance the successful utilization of paraprofessionals:

1. There is a tendency in many human service agencies to design paraprofessional jobs composed primarily of mundane and routine tasks. In order to provide job satisfaction and motivation, it is necessary to develop task components of jobs that lead to personal development, responsibility, recognition, and achievement. Of particular importance is a well-defined promotion or career sequence that will provide advancement or mobility for paraprofessionals within the organization.

2. Some paraprofessionals, particularly those who have not been previously employed in large organizations, may not understand organizational bureaucracy and functioning. Careful attention through job orientation and training programs should be given toward equipping paraprofessionals with those adapter skills necessary for the successful adjustment within organizational settings.

3. The initial supervisor is a key component in job success of paraprofessionals. Considerable thought in supervisor selection and training should be given. Especially important in such considerations is how well paraprofessionals' jobs are integrated with those of professionals, and to what extent the supervisor can control the use of paraprofessionals by professionals.

4. Attention should be given to equipping paraprofessionals with work skills necessary for continued employment. As their indiginous scales tend to become less effective over time, it is important that they develop other skills that are critical to agency functioning. Thus, periodic training and upgrading of paraprofessionals will be necessary.

CHAPTER III

FINDINGS OF THE RESEARCH

A. OVERVIEW

Several surveys have been conducted in recent years concerning the staffing of student financial aid offices in institutions of postsecondary education. Most have focused attention upon the professional staff of the office, especially the director, their professional preparations, perception of training needs, longevity, compensation, future goals, etc. Most notable of these efforts are studies by Nash, Willingham, Chambers, and Bushaw (see Bibliography at end of this report). Little, if any, attention was paid to the use of part-time personnel in the aid office. Only two studies have been identified which specifically address the use of part-time personnel. These two efforts will be reviewed in this chapter.

B. NATIONAL STUDENT EDUCATIONAL FUND SURVEY

During the summer of 1976, the National Student Educational Fund conducted what they called a "quick survey" about students employed in financial aid offices. One hundred and four institutions responded to the survey, which was distributed at the annual meeting of the National Association of Student Financial Aid Administrators held in Washington, DC. NSEF is quick to point out that the respondents are probably not representative of the universe of institutions, inasmuch as attendance at the annual meeting would suggest that the schools are more active and aware of professional activities and, probably, innovations such as peer counselors.

The NSEF survey recorded the following results:

1. Over ninety (90) per cent of responding institutions employ students in the financial aid office.

2. Returning students (those who have worked in the aid office previously) are given increasing responsibilities in the aid office. Almost half of the student employees reported were in their second (or more) year of work there.

3. Over 90% of the students reported worked regularly, as opposed to peak periods only.

4. Clerical and reception roles are the most prevalent form of student work in the aid office (approximately 80%), while slightly more than 25% are involved in counseling, technical, or supervisory duties (some have dual responsibilities).

5. About 80% of the student employees are female, which reflects the usual clerical role of the work.

6. About 80% of the students were employed under the College Work-Study program.

7. Respondents were not too specific about the qualifications they looked for in student employees, but about half said they preferred prior full-time employment in a bank, office, classroom, or a financial aid office.

8. Student majors or skills mentioned as qualifications sought were: accounting, clerical, counseling or student personnel, and computer science.

9. Student background of encumbants were: secretarial science, accounting, or bookkeeping (24 times);business or business administration (30 times); social sciences, fine arts, natural sciences (30 times); preprofessional, professional or occupational programs (14 times); counseling, social work, student personnel, education, higher education administration (29 times); and general, all or varied majors (15 times).

10. The most frequent form of student training is through extensive supervision in the aid office. Formal training in the form of workshops, seminars, is used to a lesser degree, but almost none were reported to be away from the campus.

11. Most training is done primarily to prepare for current duties. Some schools report anticipating subsequent responsibilities, and a few consider the training to be related to later employment in a financial aid office.

12. A fair number of respondents reported that student workers had gone on to full-time employment in a financial aid office, suggesting a career choice influence (since there are very few formal programs of preparation for the field) may have resulted.

13. The "biggest problems" reported as a result of employing students were:

    a) lack of time and resources for training and supervision
    b) scarcity of highly dependable persons able to handle the complex work
    c) scheduling logistics
    d) high turnover and resultant constant training
    e) confidentiality of financial records
    f) lack of facilities/space

14. In spite of asking only for negative comments (problems), the NSEF survey elicited a number of positive comments about good experiences.

C. NATIONAL CENTER FOR EDUCATIONAL STATISTICS FRSS (Fast Response Survey System) SURVEY

At the request of the USOE Office of Planning, Budgeting and Evaluation, and for the primary purpose of providing information for this project, NCES conducted a survey of institutional practices and plans regarding the use of part-time personnel in the financial aid office. Surveys were sent to a sample of 478 institutions, 447 of whom responded for a 94% return. The returns were determined to be statistically representative of institutions enrolling undergraduates and having a financial aid office as such, so the analysis data was extrapolated to reflect an N of 2,827 or the universe of institutions having these characteristics.

1. Questionnaire

The survey document itself was a one page form containing sixteen line items seeking from 44-50 data elements. All instructions were printed on the face of the survey form either above or within the questions to be answered.

With a few exceptions, the questionnaire was clear and concise. The first two questions were the most troublesome. Question 1 asked for the "Approximate number of undergraduates enrolled full and part-time in the college or institution serviced by your SFA office, as of fall 1976." This question might have been answered in at least three

ways: 1) total number of undergraduate students in the institution; 2) total number of financial aid applicants (.."serviced by your SFA office..."); or 3) total number of students receiving financial assistance. Initial analysis displayed some obvious discrepencies in the data, so NCES substituted previously collected opening fall enrollment data for subsequent analysis.

Likewise, the wording of question 2 left something to be desired in the way of clarity. It asked the "number of full-time professional employees of your institution who devote all or part of their time to your SFA office." A quick glance at the responses would seem to indicate that this item was also interpreted in a number of ways. Some institutions undoubtedly included personnel in the business office who have anything to do with the fiscal aspects of the aid programs, while others did not include these people. Others apparently read over the qualifier "professions," and counted clerical personnel. Still others may have overlooked the qualifier "full-time" and included graduate assistants, etc. All in all, the numbers appeared to be too high to be in accord with the Project Director's awareness of specific institutional situations, and the staffing figures should be viewed with caution.

Another question that seems to have confused some respondents was 7g, relating to the deterrents of expanded use of part-time counselors. The question was asked "...to what degree do (or would) each of the following factors discourage the introduction or expansion of the use of part-time counselors in your institution: (1) Severely; (2) Moderately; (3)Slightly or not at all." Part g posed the issue as "size of current staff sufficient." The intended response required a "(1) Severely" if current staff were adequate and no additional help could be justified,

and a "(3) slightly or not at all" if additional staff were needed. It would appear, however, from a visual comparison of reported enrollment and staff, that some respondents chose "severely" to indicate a shortage of adequate staff rather than a presence of sufficient personnel. For all other items in question 7, the "severely" response supported a negative or lacking element in the office; for g, it was used to indicate a positive or good situation from the aid officer's perspective. Given the understaffing that is known to exist, so many respondents reported sufficient staffing to cause some doubt that they selected the response that was intended.

Another limitation of the survey form with respect to question 7 was the omission of several factors known to be deterrents to utilization of part-time staff, namely confidentiality and space limitations. Although these were "written in" in "h. other factors" a number of times, most respondents did not add any factors and the recorded responses are not indicative of the concerns for these problems that are thought to exist in the field.

Several other refinements to the questionnaire would have helped to analize the current situation, for example separating part-time counselors into undergraduate and graduate, identifying length of employment as a non-counselor and a counselor, and getting responses to the quality question (5) from those who have used part-time counselors in the past (those without part-time counselors currently were told to skip questions 4 and 5).

Despite the above problems and limitations, the Survey provided considerable useful information about the current situation and served its purpose fairly well. There will always be additional data we wished we had available, and this study was no exception.

2. The Data

It is not the purpose of this report to provide all of the data obtained from the NCES Survey. A separate document from NCES will serve that function. There is a need, however, to provide some basic information from which our conclusions have been drawn. The most meaningful way to proceed, it would seem, is to review the results on an item-by-item basis.

a) Number of Undergraduates Enrolled

Problems with the reliability of the collected data from this item were indicated earlier. Therefore, all analysis was based upon opening fall enrollment as collected elsewhere by NCES. Institutions included in the universe of the survey broke down as follows:

ENROLLMENT	# of INSTITUTIONS	% of TOTAL
Less than 2500	1794	64
2500-9999	736	26
10,000-19,999	195	7
20,000 and up	102	3
	2827	100

The distribution of enrolled students, however, looks considerably different.

ENROLLMENT	# of STUDENTS	% of TOTAL
Less than 2500	1.47M	18
2500-9999	2.76M	35
10,000-19,999	1.88M	24
20,000 and up	1.87M	23
	7.98M	100

Thus, while the majority of institutions have enrollments under 2500, those institutions enroll only about 18% of the students covered by the Survey. Conversely, 10% of the institutions enroll 47% of the students who are served by the financial aid offices involved in the study.

b) Number of Full-Time Professional Staff

Our reservations about the data collected by this item were stated earlier. However, since we believe that the numbers are likely to be high rather than low, there may be some usefulness in an analysis of them. Based upon the submitted figures, there are an average of three (3) full-time professional aid administrators per institution; 3.4 persons at public institutions vs. 2.6 persons at private institutions; 2.1 persons at 2 year schools vs. 3.5 persons at 4 year schools. The real differences, not unexpectedly, are found in enrollment categories, ranging from 2.1 persons at schools of less than 2500 students, to 11.1 persons at institutions enrolling 20,000 students and more.

The staff to student ratios range from 1/400 at the smallest schools to 1/1700+ in the larger institutions. Private schools fare much better than publics, 1/472 vs. 1/1468; four year schools have a better ratio than two year ones, 1/886 vs. 1/1392 These ratios are misleading not only to the extent that full-time professionals (those who do the counseling) were overstated, but also to the degree that graduate student demand on staff time was not counted. Thus, the ratio of staff to student load is even higher at the four year and larger institutions where graduate students are predominant. These ratios also ignore the substantial number of "clients" served by the SFA office each year who are not enrolled but prospective students. In many institutions, the actual number of students served may be half again as large as these figures indicate.

c) Total Number of Part-Time SFA Staff

The NCES Survey determined that almost eighty (80) percent of the institutions covered by the sample utilize part-time staff in the SFA office. There is almost no difference in the utilization rates of public and private institutions (80 and 78 percent respectively). Four year institutions (83%) are slightly more likely to use part-time personnel than are two year schools (72%) but that variation is probably more attributable to size than to type of institution. Enrollment does cause variations in dependence upon part-time staff; 72% of the smallest institutions use part-time help, while 97% of the largest schools supplement full-time staff with part-timers.

For all institutions, these part-time employees are much more likely to be College Work-Study workers than non-CWS students or non-students. About 59% of the institutions hired P/T employees under CWS, whereas only 22.5% and 37.5% hired non-CWS and non-students respectively. Four year public institutions (88%) were most likely to hire under CWS, while two year privates (13%) were least likely to do so. It should be noted, however, that 1) there are not very many two year private schools in the sample (less than 10%) and 2) several are probably proprietary schools and cannot hire CWS for their own use. Thus, their low rate of participation may not reflect an unwillingness to use CWS employees. Four year publics are also the most likely to hire non-CWS students, but four year privates are more apt to hire non-student help.

PERCENT OF INSTITUTIONS EMPLOYING
PART-TIME SFA STAFF, BY TYPE

	INSTITUTIONAL TYPE			
	2 YR PRIVATE	2 YR PUBLIC	4 YR PRIVATE	4 YR PUBLIC
CWS	13.5	51.1	60.9	88.0
NON-CWS	27.3	24.1	15.6	33.4
NON-STUDENT	22.8	38.1	43.3	30.0

In general, the larger the institution, the more likely it was to hire CWS part-time help. Increasing size also raised the likelihood of hiring non-CWS students. However, there is virtually no difference between large and small schools in the percent who employ non-student workers.

PERCENT OF INSTITUTIONS EMPLOYING PART-TIME
SFA STAFF, BY SIZE

	INSTITUTIONAL SIZE			
	< 2500	2500-9999	10,000-19,999	20,000 +
CWS	45.7	75.7	95.3	92.8
NON-CWS	16.8	26.9	42.2	54.6
NON-STUDENT	37.9	36.8	34.0	41.6

d) Total Number of Part-Time SFA Counselors

Although most institutions utilize part-time staff in the financial aid office, far fewer (less than half that do) use these individuals for "counseling" activities as defined for the Survey. Only 33% of all institutions report the use of P/T counselors, the same percentage being reported by both two and four year schools. Public institutions are more likely to us P/T counselors (39%) than are private schools (28%), while the larger the institution, the more prevalent the use of part-time counselors.

Four year public institutions are more likely to use all three categories of part-timers than other types of institutions. For the most part, these differences are not large, except that none of the two year private institutions reported the use of CWS counselors.

PERCENT OF INSTITUTIONS EMPLOYING PART-TIME SFA COUNSELORS, BY TYPE

CURRENT USE	2 YR PRI	2 YR PUB	4 YR PRI	4 YR PUB
CWS	0	21.2%	21.7%	38.1%
NON-CWS	10.6%	5.7%	1.6%	13.6%
NON-STUDENT	10.6%	5.7%	6.1%	13.6%

There is an almost perfect linear relationship between institutional size and the use of all three P/T staff types. It is interesting to note that smaller institutions are more likely to use non-student help than non-CWS workers, whereas the larger schools tend to draw more frequently from their student bodies. This probably reflects the relative size of the available student labor pool from which to select P/T employees.

PERCENT OF INSTITUTIONS EMPLOYING
PART-TIME SFA COUNSELORS, BY SIZE

CURRENT USE	< 2,500	2,500 - 9,999	10,000 - 19,999	>20,000
CWS	16.6%	30.9%	38.4%	40.2%
NON-CWS	3.1%	6.3%	21.2%	21.8%
NON-STUDENT	8.0%	18.4%	13.8%	20.1%

It is obvious that the overall percentage of institutions utilizing P/T counselors is relatively small. It should be noted, however, that those who do utilize this practice come primarily from the ten per cent of schools enrolling almost half of the students. This suggests that these larger institutions are attempting to reduce the student/staff ratios largely through the employment of P/T counselors. The data confirms that when P/T counselors are considered, the staff/student ratio drops significantly for two year public schools and for larger institutions, where the majority of the P/T counselors are employed. For those schools using P/T counselors, the average number ranges from 4.1 persons in the smallest to 10.5 in the largest schools.

e) Tasks Assigned to Part-time Counselors

Institutions using P/T counselors estimated the extent of their time spent in three broad areas, information dissemination, other counseling activities such as need analysis and preliminary "packaging," and non-counseling or support activities such as report writing and recordkeeping. Information dissemination is clearly most frequently assigned as the primary task of P/T counselors. Forty-five percent of the schools using them indicate that 50% or more of their time is spent in that manner. There is very little difference between CWS, non-CWS, and non-student counselors in this regard. The next most popular task assignment is the non-counseling support activity, which was indicated as taking 50% or more of counselor time by twenty-seven percent of the respondents. In this activity, however, non-student workers were used significantly more often than student employers; work-study students were used more frequently than non-CWS students. The third activity grouping, other counseling services, was a primary assignment at only 12% of the institutions. Student employees were used even less, about 5% of the time, while non-students were assigned other counseling activities as a primary task in 31% of the institutions.

When viewed with respect to institutional type, the four year schools are more likely to assign information dissemination, the public institutions are more apt to assign other counseling duties (but less than 10% do so), and two year schools are more likely to give non-counseling duties as the primary assignment.

There is no particular pattern of variation in assignment with respect to institutional size. The smallest schools do not assign need analysis and packaging responsibilities to P/T student counselors,

but larger schools don't do so very often either. More adequate full-time staff and/or concern for confidentiality on the small campus may account for the variation, but other factors such as training, supervision, and complexity are probably responsible for the overall low level of utilization for this role assignment. Smaller schools are more apt to assign non-counseling tasks to students and non-students alike in lieu of the other counseling responsibilities.

f) Perceived Quality of Counseling Services by Part-time Staff

Institutions using part-time staff in a counseling role were asked to rate their overall performance as (1) Very good, (2) Adequate or (3) Inadequate. On the whole, institutions were pleased with the performance of all of their P/T counselors. They were most satisfied with the non-CWS student workers; only 1.8% of the respondents found them to be "inadequate." 3.4% of the schools were dissatisfied with their non-student P/T counselors and 9.1% felt their CWS counselors were not performing adequately. Since no reasons for dissatisfaction were sought, one can only speculate about the cause of lesser satisfaction with CWS employees. One possibility is the simple reason that there were so many more CWS counselors (1,714) than the other types (958 combined) that they had more opportunity to fail. A more plausible explanation, however, relates to the labor market. Because of the expense of hiring a non-CWS or non-student employee, the aid office is likely to be more selective in the first place. If a capable person cannot be found, there is a tendency not to hire anyone. CWS, on the other hand, is often used to fill a void. Less selectivity may be possible because of a more restricted pool. The participants in the public meeting suggested that the aid office may be more

inclined to refer the most highly qualified CWS eligibles to jobs related to their major than to retain them for their own use. In general CWS eligibles tend to have less work experience and background than do non-eligibles.

In order to look more closely at this facet of the data, it is important to isolate more completely where the inadequate performance was experienced. When broken down by type of institution, the inadequate ratings were most predominant in the four year privates, where 14.5% of the respondents felt the CWS counselors' performance to be inadequate. The two year and four year public institutions were more satisfied, with 7.2% and 2.1% inadequate ratings. The later rating is the most significant, in that the four year public institutions use CWS counselors more extensively proportional to their numbers than any other type of institution. They hire, on the average, almost three times as many CWS counselors as do the four year private institutions. One could speculate that the former are better prepared to train and supervise CWS counselors than any of the other institutional types, and thus are more likely to be satisfied with their performance.

PERCENT OF INSTITUTIONS USING
PART-TIME COUNSELORS WHOSE PERFORMANCE
WAS CONSIDERED INADEQUATE, BY TYPE

CURRENT USE	2 YR PRI	2 YR PUB	4 YR PRI	4 YR PUB
CWS	N/A	7.2%	14.5%	2.1%
NON-CWS	N/A	5.7%	0	0
NON-STUDENT	N/A	1.7%	0	8.8%

When the same data are reviewed on the basis of institutional size, much the same conclusion can be reached. The inadequate ratings for CWS counselors are concentrated in the smallest institutions. In general, the larger the school the more satisfied the aid office is with CWS counselor performance (this holds true for "very good" ratings as well as "inadequate" ones). Again, the best explanation seems to be the capacity of the larger schools to train and supervise. One might go further out on a limb and suggest that the greater level of satisfaction is also related to the larger labor pool in the larger schools which allows greater selectivity of Work-Study employees. It is also in these four year public and/or largest institutions that one could expect to find a larger proportion of CWS eligibles to be graduate or independent students with higher experience/skill levels. In all probability, it is all of these factors, and others unidentified, which cause the variations noted in employer satisfaction with CWS courselors.

PERCENT OF INSTITUTIONS USING
PART-TIME COUNSELORS WHOSE PERFORMANCE
WAS CONSIDERED INADEQUATE, BY SIZE

CURRENT USE	< 2,500	2,500 - 9,999	10,000 - 19,999	>20,000
CWS	12.8%	4.2%	6.6%	4.8%
NON-CWS	0	0	4.9%	4.5%
NON-STUDENT	0	7.4%	0	0

When one analizes the satisfaction level of institutions for non-CWS and non-student counselors, there is no consistant pattern. Two year privates are less critical of non-CWS staff and even more favorable in their ratings of non-student counselors. On the other hand, four year public institutions rated non-students

"inadequate" four times more frequently than they did CWS students. The satisfaction of larger schools with non-CWS students is only slightly better than with CWS employees, and the variation is certainly not significant. We do not want to advance any explanations for these differences, and would point out that the number of cases is too small to draw any solid conclusions.

In the final analysis, it is worthwhile to point out that more than 90% of the respondents gave ratings of "adequate" or better, even to the lowest rated catagory. We may be splitting hairs in even trying to explain the differences in the "inadequate" ratings.

g) Plans for Expansion

All institutions were asked to indicate their plans for introducing (if not already using) or expanding the use of part-time counselors in the financial aid office. Almost half (47%) of the respondents (1319) plan to expand some phase of their P/T counselor program. Taken independently, 1029 institutions (or 37%) plan to expand their CWS counselor use, 419 schools (or 15%) plan to increase their utilization of non-CWS counselors, and 590 institutions (or 21%) expressed the intention to hire more non-student counselors. The unduplicated count is 1319 post-secondary institutions with plans to expand.

Institutions currently utilizing part-time counselors are much more likely to expand that use than new schools are to start doing so, in each employee category. Not surprisingly, there are many more schools planning to expand their CWS involvement than either of the other two types of employees.

PERCENT OF INSTITUTIONS WITH PLANS TO START OR EXPAND USE OF PART-TIME COUNSELORS, BY CURRENT UTILIZATION STATUS

CURRENT STATUS	CWS	NON-CWS	NON-STUDENT
CURRENTLY USING P/T	61%	49%	36%
NOT NOW USING P/T	29%	13%	19%

When start-up or expansion plans are evaluated on the basis of institutional type, the four year publics are clearly more apt to start or expand in all three employee catagories. Two year private institutions are next most likely to expand CWS utilization, but the two year public colleges seem more apt to grow in the non-CWS and non-student areas.

PERCENT OF INSTITUTIONS WITH PLANS TO START OR EXPAND USE OF PART-TIME COUNSELORS, BY INSTITUTIONAL TYPE & PLANS

FUTURE PLANS	2 YR PRI	2 YR PUB	4 YR PRI	4 YR PUB
EXPAND CWS	40.8%	33.2%	34.1%	45.8%
EXPAND NON-CWS	10.6%	19.5%	8.9%	22.0%
EXPAND NON-STUDENT	10.6%	23.7%	16.9%	29.7%

The plans to start or expand in relation to institutional size lacks any pattern. Schools with enrollment from 10,000-19,999 indicate more intention to expand CWS use, those with an enrollment above 20,000 show more interest in enlarging non-CWS participation, and those registering between 2,500 and 9,999 students predict more growth in non-student counselors.

PERCENT OF INSTITUTIONS WITH PLANS TO START OR EXPAND USE OF PART-TIME COUNSELORS, BY INSTITUTIONAL SIZE & PLANS

	INSTITUTIONAL SIZE			
FUTURE PLANS	2,500	2,500-9,999	10,000-19,999	20,000
EXPAND CWS	31.2%	42.8%	57.0%	45.5%
EXPAND NON-CWS	13.7%	14.7%	21.7%	22.9%
EXPAND NON-STUDENT	20.3%	22.6%	20.3%	19.4%

Understandably, the private institutions plan what expansion they can make in the CWS area for cost considerations. The public schools are not as concerned about cost, but show a decided preference toward CWS employees for similar reasons.

The smallest institutions show the least interest in expanding any area of part-time counselor employment, which undoubtedly reflects the existing financial situation at small schools. On the other hand, the variations because of size are not large, with few exceptions.

If one makes the assumption that all institutions currently utilizing P/T counselors will continue to do so, and the 761 schools indicating plans to begin using P/T counselors actually do so, a projected rated of 60% can be forecast, an increase of 27% over the current participation rate of 33% overall. Even anticipating a 10% attrition rate, the resultant 50% participation rate would show significant expansion. It would appear, therefore, that the use of P/T counselors is indeed on the upswing.

h) Deterrents to Expansion

Despite the foregoing prediction of expanded use of P/T counselors, there are a number of obstacles to be overcome. Presumably these

deterrents are greater for those without expansion plans, or at least are perceived to be so. The survey offered several factors that might be seen by institutions as detrimental to expanded use of P/T staff. The responses to each factor can be summarized as follows:

1. COST OF SALARIES:

   a) Cost of Work-Study salaries is not a significant factor except for four year private institutions and institutions with enrollments under 2500.

   b) Cost of salaries for non-CWS and non-student employees is a considerable factor for all types and sizes of institutions, but particularly so for the smallest schools.

2. TIME FOR TRAINING:

   a) Concern for adequate training is visably proportional to the degree of utilization of part-time staff, with almost no differentiation between CWS, non-CWS, and non-student employees. While the percentage of instituions expressing "severe" concern averaged only about 18%, the larger four year schools which make the most use of part-time staff indicated severe concern significantly above that level.

   b) A majority of institutions in all catagories see training time to be a severe or moderate problem.

3. TIME FOR SUPERVISION:

   a) Concern for adequate supervision is almost identical to the pattern regarding training. The greater the use of part-time personnel, the greater the concern about supervision.

   b) A majority of institutions in all catagories except one see supervision time to be a severe or moderate problem.

4. ACTUAL OR ANTICIPATED QUALITY:

   a) Except for an unexplainable variation in the responses of institutions with enrollments between 10,000 and 19,999, concern about quality is fairly constant across the range of institutional size.

   b) When viewed with respect to type and control, however, two year private institutions display far more concern for quality and four year private schools seem to have far less concern.

   c) In all catagories, concern for the quality of non-student employees is noticably less, presumably due to the greater degree of selectivity implied.

5. COST EFFECTIVENESS:

   a) Few respondents express concerns about the cost effectiveness of using part-time personnel. A majority of institutions in all catagories except one (49.4%) consider it only a slight problem.

6. TURNOVER RATE:

   a) Except for cost concerns with respect to non-CWS and non-student personnel, no problem mentioned in the survey ellicited more expressed "severe" ratings than did the question of turnover. As might be expected, that concern was appreciably less regarding non-student employees and significantly more among two year institutions.

   b) There was no significant variation of concern relative to turnover according to size of institution.

7. ADEQUACY OF PRESENT STAFFING:

   a) Only the smallest institutions saw current staffing adequacy as a significant deterrent to expanded use of part-time personnel. The larger the institution, the less concern about justifying additional staff.

   b) Concern was greater for private institutions than for public ones, but this may reflect budget considerations as much as adequate staff.

8. OTHER CONSIDERATIONS (written in as OTHER)

   a) Confidentiality of student records

   b) Space limitations

   c) Complexity of work

   d) Scheduling problems

   e) Inexperience

   f) Lack of confidence in peers

When these detrimental factors are analized according to whether or not the institution is currently utilizing P/T counselors, a very clear pattern is present. Current users in all but one instance out of 21 comparisions see the factor as a severe deterrent significantly less often. Only in the case of non-student quality is the percent of severe rating the same for both users and non-users. In no comparison was the severe rating used more often by users than by non-users. With six exceptions, the converse was true; i.e., the users rated

the factors more often "slightly or not at all" detrimental. In these cases, the difference between the users and non-users was in the "moderately" category. Thus we have an interesting question: Are there real differences between the users and non-users which causes these factors to be more strong deterrents for some, or are they simply perceived differently? Is it a case of the uncertainty of the unknown; a rationalization of the status quo?

PERCENT OF INSTITUTIONS PERCEIVING VARIOUS FACTORS AS DETERRENTS TO EXPANDED USE OF P/T COUNSELORS, BY CURRENT PLANS

Factors seen as "Severe" Deterrent	Plans to Expand Use of Part-Time Counselors					
	CWS		NON-CWS		NON-STUDENT	
	YES	NO	YES	NO	YES	NO
Salaries	14% (3)	42% (1)	47% (1)	65% (1)	65% (1)	72% (1)
Training	11% (6)	22% (5)	8% (6)	20% (6)	10% (5)	16% (6)
Supervision	16% (2)	21% (6)	10% (5)	21% (5)	11% (3)	18% (3)
Quality	14% (3)	28% (4)	13% (4)	23% (4)	11% (3)	11% (7)
Net Benefit	5% (7)	16% (7)	3% (7)	17% (7)	9% (7)	17% (5)
Turnover	31% (1)	36% (2)	39% (2)	33% (2)	14% (2)	18% (3)
Present Staff Adequate	13% (5)	31% (3)	18% (3)	28% (3)	10% (5)	35% (2)

Note: The numbers in parentheses below the percentages indicate ranking of that factor for that group of respondents

Another interesting point is the fact that although the non-users feel more strongly about the detrimental effects than do the users, there is very little difference in the way the factors are ranked relative to each other. Except for current CWS users, salary cost is the biggest consideration. Turnover is generally second; and adequacy of present staffing, quality concerns, and supervision vie for third, fourth, and fifth place. This would suggest that there may be real reasons why these and other factors deter the use of P/T counselors in institutions not presently doing so, that there is more to their reluctance than a misperception of the problems associated with their use.

As is the case with much research, these studies have provided some answers and raised some additional questions. We definitely know more about the use of part-time counselors, at least in a descriptive sense, that we did before they were done. Identifying cause and effect relationships is more difficult, however, and we have only scratched the surface of that investigation. Many of our interpretations were of necessity speculative and need to be researched further. One potentially fruitful supplement to these data reported here would be an analysis of the personnel information submitted to U.S.O.E. as a part of the Tripartite Application for campus-based program funds. This data provides job titles, percent of time devoted to the administration of student aid, the functions, and the number of years experience the incumbant has in financial aid. The listings are to have been all-inclusive of any person dealing in any way with aid at the institution. Unfortunately, this data is used only by the regional review panels, and has never been quantified or analyzed on a national level, in whole or on a

sample basis. It had been our intention to incorporate this data into this project, but the two month contract did not provide the time to do so, given its raw state presently.

CHAPTER IV

FINDINGS FROM THE PUBLIC MEETINGS

A. OVERVIEW

In addition to the survey of institutional practices, the provisions of Sec. 493(B) call for a series of public meetings or hearings at which financial aid administrators, students, and other interested parties would have an opportunity to provide reactions and input to the Commissioner's report to the Congress. Three meetings were held for this purpose during the week of August 15, 1977, in Washington, DC, Chicago, and Salt Lake City.

Invitations were sent to some seventy-five individuals representing the national, regional, and state associations of student financial aid administrators; to one hundred fourteen student organizations on the mailing list of the National Student Lobby, to twenty-four representatives of the major postsecondary associations and staff of the appropriate Congresssional Committees; and six counselor educators identified by the American Personnel and Guidance Association because of a known interest in peer counselor utilization and training. Copies of the letters of invitation and the lists of participants may be found in Appendix C.

Unfortunately, the only time available to hold the public meetings (given the effective date of the contract and the deadline for the Commissioner's report to the Congress) was during the height of the vacation period for many individuals. Others were on the verge of beginning the fall term, and a number of the students were presumably attending the annual convention of the National Student Association.

Considering these timing conflicts, the attendance generated by the meetings was indicative of reasonably high interest. The Washington, DC meeting drew the most individuals, 23; the Chicago session attracted 10 persons; and 7 were in attendance in Salt Lake City.

Each session started with an overview of the legislative history surrounding the need for the Commissioner's report. The findings of the survey were then reviewed in order to focus attention upon the subject more clearly. After general questions from participants and a short break, the entire group discussed all aspects of peer counselor utilization for the balance of the morning and well into the afternoon. In the Washington, DC meeting two smaller sub-groups were formed to expedite discussion and maximize full participation. Division of the groups was not necessary in either Chicago or Salt Lake City.

B. TONE OF THE MEETINGS

Given the vigor with which the postsecondary education community protested the Senate provisions for peer counselors (albeit at the last minute), the outside observer might have been expected that there would be widescale resistance on the part of the aid administrators to the use of peer counselors. Likewise, the student representatives might have been expected to promote the concept to the "hilt." Such was not the case, on either score. The aid administrators and educational associations were quite supportive of the use of part-time personnel in the aid office under proper conditions; the students, on the other hand, recognized peer counseling for what it is, i.e. one of many means for disseminating financial and other information to prospective and enrolled students and their parents. There was a most positive tone throughout the meetings with a cooperative search for the "best" answers.

C. COURSE OF THE DISCUSSIONS

In all three meetings the participants first went through the NCES Survey, item by item, discussing the responses and supporting or placing conditions on them based upon their own experiences. Much of the discussion focused upon the factors which might deter the use of part-time personnel in the student financial aid office.

At the same time, the participants reviewed the tentative conclusions which had been drawn by the Project Director in advance of the meeting and shared with them in an advance interim report or in the oral overview presentation. While there was some difference of opinion about a few of the speculated reasons for certain responses, there was general agreement on the conclusions drawn from the Survey data.

Following the discussion of the Survey itself (and sometimes intermixed with it) the groups discussed the concept and philosophy of peer counselors in general terms. As indicated earlier, there was overwhelming consensus that it provided an important tool to the institution in the ongoing battle to disseminate information to the many publics wanting to know about financial aid programs.

When the peer counselor topic had run its course, the participants were asked to expand their thinking to include other ways of enhancing the provision of information services about financial aid programs and procedures. An extensive list of these ideas, some "tried and true," others the product of "brainstorming" in the meeting itself, may be found in Appendix D.

D. CONCLUSIONS OF THE MEETINGS

The following is a review of the conclusions reached by the participants in the three public meetings, as reflected in the notes of the

Project Director and two consultants present in each session to guide the discussion and record the outcomes.

1. The NCES Survey was of considerable help in identifying the issues and focusing the discussion upon the topic at hand. The participants were generally supportive of this approach to getting special information in a relatively short time, as long as it is done in a controlled environment, i.e. not overused for every "nice to know" question that comes along. They did share the Project Director's concern for the enrollment and staffing responses indicated in the previous chapter. They also would have preferred to have been able to distinguish between undergraduate and graduate peer counselors, both with respect to utilization and satisfaction with counselor performance. Otherwise, the participants appeared to feel comfortable with the Survey itself.

2. The public meeting participants did not question the validity of the data with respect to the limited use made of part-time personnel for "counseling" functions or the way in which those who did do some counseling allocated their time among other activities. These data appeared to be consistant with the personal experiences of the group.

3. There was no quarrel with the quality ratings contained in the data, although those in attendance had, for the most part, experienced more positive results with Work-Study employees than reported in the NCES Survey, which more closely resembled the satisfaction levels reported by the four-year public institutions which utilize CWS students to a greater degree. It was acknowledged that smaller institutions probably have a more difficult time finding a sufficient number of experienced individuals in the CWS labor pool, thus leading to their lower rating of satisfaction.

4. Participants took no exception with the data concerning the number of institutions which planned to introduce or expand the use of part-time personnel. They did note, however, that the question asked what was planned, not what institutions would be willing to do if deterrents could be overcome, and that the results should not necessarily be interpreted as reflecting a negative attitude toward part-time personnel per se.

5. Much of the discussion focused upon the deterrents to the utilization of part-time personnel in the financial aid office. Thus, a more elaborate report of participant reactions to that portion of the NCES Survey seems appropriate. The deterrents are listed in the order they appeared on the questionnaire, with non-listed deterrents following.

    a. Cost for Salaries - All participants agreed that the cost of salaries would be a primary factor, especially

for non-CWS and non-student employees. Even for CWS employees, inadequate allocations and lack of matching funds may present problems at some institutions. It was observed that in situations of inadequate allocation, some, if not many, aid officers might be inclined to give priority for those limited funds to employers outside the aid office rather than use them internally. The pressure to do might be increased because of the relatively higher salaries which would be required to pay those doing counseling functions as opposed to routine clerical or other non-technical work. Since the counseling function would be more adequately provided in most cases by graduate and/or independent students with higher needs and/or wage rates, fewer students could be aided with a given number of dollars. While it was conceded that CWS allows the employment of five students for every one non-CWS employee, given constant dollars, the problem of using even CWS as a means of stretching dollars is not a simple one.

b. Time for Training - More attention was given to training than any other deterrent, perhaps more than all of the others combined. There are probably at least two reasons for this:

1) adequate training is seen as having a major impact on several of the other deterrents, namely supervision, quality, cost effectiveness, and turnover;

2) training has not yet reached maturity for the professional aid administrator, let alone the paraprofessional, and the need for adequate training is particularly close to the surface on everyone's agenda.

The following conclusions or consensus items were identified from the discussions:

1) Proper training of full-time personnel will lead to proper training of peer counselors.

2) Lack of time on the part of full-time staff to develop training materials and provide instruction is a major obstruction (as it is for training of full-time personnel themselves).

3) This lack of time is compounded by the logistics necessary to work the training around the academic schedules and other demands upon the time of the part-time employee, especially if they are students. As such it is almost impossible to give group training sessions during weekdays, and evenings, weekends, and individual sessions are frequently necessary to accomplish the task.

4) Several ideas regarding making training opportunities more available and fruitful are the following:

a) a home-study approach, with programmed learning materials that can be utilized in an independent study mode might be effective;
b) the provision of academic credit or continuing education units (CEU's) might increase employee participation, especially if offered during regular class hours;
c) formal classroom instruction might increase participation and give the activity more importance to the employee, particularly if a potential career relationship was evident;
d) more frequent involvement of part-time personnel in training experiences currently perceived as being reserved for full-time professionals, for example, the Basic Grant Workshops, might heighten interest.

5) The most frequently advanced suggestion regarding training made reference to the development of the training materials themselves. There was clear consensus that the training of part-time personnel would be significantly enhanced and encouraged by the development of training materials which could be utilized at the insitutional level (the same need for training materials for full-time personnel was repeatedly noted, as was the feeling that there was little difference required in the content of the two sets). Many suggestions as to content of the materials were also noted. They included:

a) guidelines for proper selection of new personnel
b) evaluation techniques for supervisors
c) basic information about programs in layman's terms
d) need analysis rationale and procedures
e) definition of objectives and scope of responsibility
f) techniques of effective communication
g) principles of interpersonal relationships and developing sensitivities
h) methods of coordination with other institutional offices and off-campus social service agencies
i) approaches to use when recruiting and dealing with the non-traditional student
j) introduction to the application process and delivery system, including the federal and state programs, private donors, and the meshing of the various outside programs with the institutional programs; also to reflect the distinctive features of different types of institutions, i.e. community colleges, proprietary schools, professional schools, etc. (it was acknowledged

that each institution would have to supplement the general introduction with the details of its own procedures).

6) It was emphasized that any training plan for part-time personnel would need to be on-going, not just provided at time of employment; that it needed to provide opportunity for self-study rather than depend upon group sessions in a formal setting; and that any training effort must be accompanied by supervised experience if the needed impact is to be achieved.

c. Time for Supervision - Closely related to the concern for training was that for adequate supervision. It was accepted as a given that successful part-time employee programs were largely dependent upon the ability to provide good supervision. Supervision (and training) costs appear to be hidden expenses which must be borne by the current operating budget of the aid office. Some of the problems of providing solid supervision are:

1) timely evaluation and follow-up;
2) complex scheduling of time (coverage) and physical space;
3) timely communication of changing policies and procedures, made even more difficult than usual because of the part-time nature of the employee (staff meetings rarely provide access to all part-time staff);
4) need for guidance on work habits, attitude, etc. in addition to technical aspects of the job.

The ideal situation would be the provision of released time from other administrative duties for a member of the professional staff to provide supervision of the part-time staff. Other alternatives include the use of a paraprofessional or experienced part-time person to supervise other part-timers; developing a program that provides the necessary structure for a self-evaluating, self-supervising environment; and the distribution of responsibility for part-time staff supervision among several full-time staff members. All of these possibilities lose their potential, however, when considering the small office - if only one professional is available, the options are severely limited and may account in large part for the limited use made of part-time personnel in smaller institutions (rather than the relative size of the student body or the adequacy of the current staff). It was also pointed out that the decentralization of part-time staff, one suggested approach to minimizing space restrictions, will compound

supervision requirements measureably.

d. Actual or Anticipated Quality of Counseling Services - The immediate response to this problem area was adequate selection, training, and supervision availability. Related to the selection process is the nature of the work pool and the presence or absense of dependability, aptitude, and interest of those available for selection, particularly those qualifying for CWS. It was pointed out that to a greater degree than with full-time personnel, the dedication to the financial aid office may (should) be secondary to studies and other interests, particularly for the graduate or independent student, and even more so for one with family responsibilities. It is, therefore, probably unfair to expect the same degree of loyalty from the part-time staffer, yet it is more difficult to accept a double standard where counseling responsibilites are concerned than where only clerical functions are involved. Note was also made of the opinion that it might not always be in the students' best interest to retain the most capable of the work pool within the aid office - that the student might be better served through an assignment in his or her academic area, for example. It would appear to be a fallacy if the participants in these meetings are representative, to assume that the aid office, given its typical placement role, gets the "cream of the crop" for its own use. It may, in fact, utilize the other end of the quality scale to better serve other employers. Beyond these special considerations, the issue of quality does not seem to be any different for part-time than for full-time personnel.

e. Cost Effectiveness (benefits not commensurate with costs) - As with the Survey respondents, this was not a troublesome area for the meeting participants. The caution was added, however, that responses were probably predicated on maintaining the current level of utilization of part-time personnel, and not upon the kind of dramatic increase that would probably result from a mandate like that contained in the Senate proposals. Costs of large-scale training and supervision, for example, might drive down the cost effectiveness of the entire approach. It was observed that no matter how desirable it might seem to provide maximum one-on-one counseling opportunities through expansion of part-time staff, there might be a point of diminishing return in that investment that could better be realized through additional full-time staff.

f. Turnover Rate - Surprisingly, the issue of high turnover rate was not a particularly serious one with the meeting participants. Dispite the fact that it was the next most serious deterrent (other than cost) to the NCES Survey respondents, the participants in the discussions held that it is not really that much different for part-time personnel

than for full-time staff, with the possible exception of the two year (or less) institutions. Even then, it was suggested that there was not that much relationship between length of academic program and work tenure, given the part-time academic nature of many students. The NCES Survey did not identify the typical tenure of the part-time employee, but the NSEF study and the meeting participants agree that for those gaining a counseling responsibility it likely approached three years. Most aid administrators conceded that they wished they had that much stability among entry level clerical staff. Several suggestions were advanced for minimizing turnover problems:

1) the selection process must be sound; selecting the "right" individuals is just as important for part-time staff as for full-time personnel;

2) assign real responsibility, not just make work for part-timers;

3) provide adequate prestige; do not give second-class citizenship to part-timers;

4) provide adequate training and supervision/evaluation; do not let substandard performance go on because of potentially shorter tenure;

5) develop a step system wage scale; reward tenure.

The comments were so positive regarding turnover that one aid administrator chided that he wished there was built-in turnover in the full-time ranks as well.

g. Adequacy of Present Staffing (size of current staff sufficient)- Considerable discussion ensued about the responses to this item on the survey. Many participants felt that the question may have been misinterpreted in any of a number of ways. The most obvious misinterpretation would be that current staffing is inadequate to handle expanded numbers of peer counselors, thus size of current staff is a severe (or moderate) deterrent. A second possibility mentioned was that sufficiency was measured in terms of probability of getting additional staff and that the institutional financial situation is reflected rather than its need. The participants could understand staffing being considered "adequate" only in the smallest institutions with declining enrollments. In fact, the data supports this observation; the schools with enrollments under 2500 show significantly higher severe concerns than any other size catagory. Some discussants hypothosized that responses were reflecting adequacy of part-time staff or adequacy for doing essential tasks. The students, in particular, suggested that part-time employees would allow

institutions to provide additional services or more adequate services. Also, it was suggested that what might be sufficient staff size currently would not be if the peer counselor mandate would ever be enacted. In short, the meeting participants had difficulty putting much credence in the detrimental effects of already sufficient staff except in the smallest institutions.

h. Other Deterrents - A number of other potential constraints upon the utilization of part-time personnel were identified and discussed by the meeting participants. These were as follows:

1) Space - the most frequent "other" concern from the NCES survey was also a primary concern for those in attendance at the public meetings. Many reported that their current space was inadequate for existing staff, let alone additional personnel. Others observed that space requirements for part-time personnel go up at a greater rate than the FTE increases because of scheduling and storage of personal effects. It was pointed out, however, that many of the space concerns related to a more traditional concept of housing part-time personnel primarily, if not exclusively, in the financial aid office per se. All agreed that a little ingenuity with respect to extending the peer counselors into the living units, the student union, the academic offices, etc. could alleviate much of the space problems. Such utilization of personnel outside the office would put some restrictions on the role that these individuals could play, limiting their work essentially to information dissemination since they would be working without access to student records, but other factors suggest that delimitation anyway. Another use of peer counselors that would have minimal impact upon space would be in "outreach" projects, going into the high schools and communities with financial aid information and materials. Thus, while it was agreed that space had to be a consideration, there were ways identified to partially circumvent the problem.

2) Confidentiality - One of the most frequently expressed concerns regarding the use of students in the financial aid office is that of the confidential nature of the financial records stored there. Although confidentiality was not one of the deterrents itemized on the NCES Survey, it was "written in" a fair number of times. As the meeting participants discussed the matter however, it seems to dissolve into a non-problem. The following points were made:

a) concerns regarding confidentiality are legitimately greater on smaller campuses where everyone knows everyone else;

b) if used for information dissemination only, peer counselors do not have routine access to individual student records;

c) if used for more in-depth interviews and counseling, packaging, etc., where student records are reviewed, the same precautions regarding confidentiality should be taken as with any full-time employee;

d) student employees are not really much different with respect to their opportunities to share confidential information to unauthorized parties than are student wives, who are the mainstays of many clerical operations and have full access to student records routinely;

e) there may be some stigma in being asked to indicate to another student that financial problems are being encountered, but those concerns will be quickly overcome if the student counselor is perceived as being capable of helping;

f) if part-time counselors, particularly students, are used for packaging and other judgemental functions, there is additional importance for formal policy to be followed, reducing the pressures to deal with friends or acquaintences in a preferred manner;

g) it was the consensus of all groups that the problems of confidentiality are not really different for part-time employees than for full-time personnel. Both need adequate instruction relative to the need to maintain a confidential posture in regard to the information to which they have access. Problems which might develop in this area would require the same means of correction whether the employees were part or full-time.

3) Peer Confidence - Although raised only once in the NCES Survey, the matter of peer confidence in student counselors generated considerable discussion in the group meetings. Some of the points made include the following:

a) peer creditability is a function of scope, ability, and confidence level;

b) students need to be encouraged to say "I don't know" and not try to improvise:

c) peer counselors can most effectively be used for information dissemination and "intake" counseling, quickly referring those situations they cannot handle to the full-time staff;

d) because of cultural differences, some students are apt to be more accepting of peer counselors than of professional staff, at least until they have an unfavorable experience;

e) students on aid may have more creditability as peer counselors than those who have not experienced the process;

f) delimiting the role of the peer counselor to minimize decision-making responsibilities will help maintain creditability;

g) peer counselor assignments should be carefully done, as there are many different types of students on any given campus - a peer to one student may not be a peer to another;

h) peer (student) counselors are generally not well received by parents unless they are older and not so obviously students;

i) larger schools may find that they have more mature students who can readily be used as peer counselors - the work pool may not be as favorable at smaller institutions;

j) in summary, the discussions concluded that if the part-time employee had sufficient skills and/or experience, adequate training and supervision, and the confidence to deal with the situation, there is no reason to exclude him/her from counseling functions because of being part-time.

4) Complexity of the Work - The complexity of the aid process must necessarily be a concern. Even when the role is restricted to providing information, there is the need to comprehend the entire process. The capability to deal with the complexities of aid administration is a function of experience, training, and native ability, and there is nothing unique about part-time employees in this respect. Since the labor pool includes graduate students, all of the needed traits to deal with this complexity should be present in a majority of cases. One deterrent to dealing with this problem may be the tendency of the best qualified to secure better employment opportunities elsewhere. Another is the length of time it takes a part-time person to experience all of the unique situations that present themselves. All in all, however, the participants felt that these factors could be overcome and were little if any different for part-time persons.

6. After discussing the various deterrents to the utilization of peer counselors, the meeting participants were asked their reaction to the concepts which were contained in the Senate bill to mandate the use of peer counselors via the Work-Study program. Most of those in attendence were only vaguely familiar with those provisions, so an example was used to illustrate the potential impact of such legislation. Some similar examples are proveded as Appendix E at the end of this report. The many reactions received during the three meetings can be summarized as follows:

a) Federal requirements of this type will be resisted by institutions because they interfere with the administrative automony of the institution; this particular requirement would have largely ignored institutional differences and current information dissemination activities (no one could see the Office of Education granting the waivers provided in the Senate language because of the difficulty in determining when an "institution is carrying out an effective program of institutional and financial information for students"). Any use of formulae should be aimed more directly at overall staff adequacy to do the needed job, considering what is already being done.

b) Even if a mandate were felt to be necessary, requiring that the peer counselors be provided via CWS (others would apparently not be counted toward compliance) was felt to be overly restrictive. Often the best qualified individuals can not qualify for Work-Study because of the needs test. This is not so much of a problem for private institutions with high budgets, because qualifying for CWS is not so difficult, nor is it for schools with substantial graduate and/or

independent student enrollments, but it is a labor pool problem for the lower cost public colleges without large numbers of CWS-eligible applicants.

c) It was pointed out that proprietary institutions could not comply with the Senate proposal because they are prohibited from placing CWS students at the school itself.

d) CWS funding is not currently adequate at many schools; requiring a mandated "set aside" to fund peer counselors would add to that pressure already upon the aid office to provide personnel to the departments and outside agencies.

7. If a required program of peer counselors via CWS is not a desirable approach, and assuming that the concept of peer counselors is a sound means of improving information services (no one really challenged that premise), what can be done to accomplish the objectives without mandating it? The participants had a number of ideas for providing incentives for the use of peer counselors without requiring same. Some of these suggestions were the following:

a) provision of adequate administrative expense allowances to cover training and supervision costs;

b) provision of training materials and/or technical assistance in setting up training opportunities for part-time personnel;

c) expansion of the current CWS provisions for using a portion of the institution's CWS allocation for off-campus job development to include the costs of establishing or expanding a peer counselor program;

d) reduction or elimination of the required 20% institutional contribution toward wages of those doing peer counseling under the CWS program;

e) provision of federal matching funds or some other incentive for employing non-CWS peer counselors;

f) provision of "bonus points" in the panel review and/or allocation process for schools using peer counselors, or, conversely, "penalty points" for those schools which are not doing so;

g) encouragement of the use of peer counselors through program review and/or other federal evaluation efforts that provide standards or norms to institutional administrators;

h) provision of more adequate funding of CWS to provide more institutional flexibility in the hiring of students in the financial aid office, with the premise that more students working will feed more qualified persons into peer counseling roles.

In summary, the participants felt strongly that, in view of the fact that a majority of institutions are already using or planning to use peer counselors in the aid office without a federal mandate to do so, incentives were more likely to have the desired effect than were additional federal requirements.

8. Participants in the public meetings were asked to comment on other ways to improve information services regarding financial aid. Although a listing of these suggestions can be found in Appendix E, one topic in particular received so much attention that it deserves special mention in the body of this report. Every group repeatedly mentioned how important the high school counselor is to this entire process, yet how ill-prepared that individual is to make the needed contribution to the effort. The following points were made:

a) The counselor does not have the time, due to his or her administrative duties (attendance-taking, discipline, class scheduling, etc.) to maintain currency in student aid matters; because it (financial aid) is so complex, the overburdened counselor yields to the temptation to refer all aid questions elsewhere and the follow-through frequently does not materialize.

b) Even if and when the time is available, the typical high school counselor is not prepared to deal adequately with financial aid. His or her academic program is likely to have paid very little or no attention to either admissions or financial aid. Most masters degree programs (the primary vehicle to certification) spend most of the time on theories and techniques of counseling, administration of pupil personnel services, group counseling, sociology or psychology of education, etc. While these are all important, the traditional curriculum almost entirely overlooks the knowledge base needed to support one of the counselor's most demanded services, i.e. admissions and financial aid information dissemination. One to three (clock) hours of classroom work in these two areas would be exceptional in a guidance and counseling degree program.

c) While in-service training (Basic Grant workshops and the like) can help in this respect and is important in maintaining currency, it cannot overcome the basic deficiency in most cases. Nor will the counselors who need the information most (those on the "firing line") have the kind of access to these training opportunities that is needed. If the BEOG Training Project is representative, it is difficult for anyone other than the Director of Guidance to attend out-of-town training sessions.

d) It was the consensus of the meeting participants that the best way to resolve this deficiency in the long run is to seek changes in the guidance and couseling curriculum via the accreditation process and/or the state credentialing process.

e) In the meantime, additional efforts must be made to better provide needed information to high school counselors on an ongoing basis. The possibilities are too extensive to be included here, but warrent separate study and attention.

9. One important aspect of the group discussions was the identification of possible consequences of success in improving information services. The following observations were made:

a) If the basic premise is correct, i.e. better information services are needed and will improve access to and retention in postsecondary education, Congress and the Administration should be prepared for a consequential increase in demand (need) for additional financial aid resources. Otherwise, the dissemination effort will have accomplished little but increased expectations.

b) The dissemination effort itself will require additional investment of funds. Some resources can be diverted from existing programs and sources, but institutional budgets cannot continue to absorb increasing federal administrative costs indefinitely.

c) The consequences of the dissemination effort upon recipients must be considered. Too much information may become confusing. Every institution working independently will soon flood the marketplace and do more damage than good. For example, imagine the reaction of the high schools if large numbers of "peer counselors" would start coming out from the colleges to visit with high school college-bound students. Many secondary schools are already limiting access to their students for recruiting purposes and more would do so if visits were to increase dramatically. The participants are warning that these dissemination efforts need to be carefully orchestrated and coordinated to be effective. Every postsecondary institution working independently would add to existing problems rather than address the need that exists.

The public meetings were, in the estimation of the Project Director, a valuable element. While the numbers involved were not great, it would appear that a general consensus exists "in the field" that the use of peer counselors in the financial aid office is feasible under controlled conditions; that they can be useful both on the campus and in outreach activities; that they may be aseffective away from the financial aid office in residence halls, student unions, and other heavy traffic areas as they are in the more structured enviromnent of the aid office itself; and that the problems associated with the use of peer counselors or other part-time staff in the aid office are not really that much different than those experienced with full-time personnel.

CHAPTER V

CONCLUSIONS

There have been a number of conclusions reached throughout the previous chapters of this document as analysis of the research has been reported and the discussions of the public meetings have been related. It is not the purpose of this chapter to repeat those conclusions, but to summarize them with some broad, more generalized conclusions. Perhaps these more general statements will have greater utility in a policy sense than the more specific ones have. These conclusions are provided in two categories, those relating to the use of peer or part-time counselors, our specific assignment, and those relating to the broader topic of information dissemination.

A. PART-TIME COUNSELORS

1. Although postsecondary institutions utilize part-time employees in the financial aid office to a very considerable degree, the majority of these individuals are primarily involved in clerical and technical roles. Use of these employees in professional or paraprofessional duties (called "counseling" in this study) is not so widespread, but it is expanding and there are good indications that such use of part-time personnel will continue to grow. If reported plans materialize, it seems likely that 50-60% of the undergraduate institutions in the country will be using part-time counselors in the near future, up from approximately 33% that currently use these individuals.

2. There is little, if any, resistance to the concept of using part-time or peer counselors as a means of improving financial aid information and counseling services. Any reluctance that may exist results from real or perceived problems of implementation, such as

salary costs, lack of training and supervision time, concern about high turnover, quality of performance, confidentiality, etc.

3. The cost of salaries is the primary obstacle to the use of part-time counselors, except where hiring can be done under the College Work-Study Program. Even then, there are considerations which mitigate against significant expansion of part-time counselor use, such as inadequate CWS allocations, insufficient matching funds, a restricted pool of qualified individuals, available physical space, and a relatively higher rate of turnover than is experienced for non-CWS employees.

4. Many, if not most, of the problems associated with student or other part-time employees are not greatly different than those encountered with full-time personnel. The degree to which a problem exists may be greater for part-time staff, and more problems may exist for any given individual, but the solutions are essentially the same. Both must be carefully selected, adequately trained and properly supervised if they are to perform satisfactorily.

5. Despite its relatively low ranking among survey respondents as a deterrent to implementing part-time counseling, training was the most frequently raised factor at the public meetings. This interest probably reflects the need for and concern about training opportunities for all levels of aid administrators. Training is an on-going problem, one not solved by a one-shot correction effort.

6. Most institutions do not involve student employees in off-campus training experiences. Travel funds, scheduling conflicts with classes, insurance, and professional staff with higher training

priorities are likely reasons for this lack of student exposure to out-of-town training.

7. Training of paraprofessionals has special demands frequently not required by professionals. In addition to the common technical knowledge required, the part-time or paraprofessional often needs assistance learning to cope with a bureaucratic organization for the first time.

8. No matter how good or comprehensive the training may be, adequate supervision is a must if the part-time counselor is to be successful. Establishing good habits, reinforcing them, correcting errors of commission and omission, all provide the beginning paraprofessional the confidence needed to gain the respect of students. Just being a peer does not guarantee a successful counseling relationship; there must also be perceived expertness.

9. Developing a good self-concept among paraprofessionals is critical. A well-defined and understood role reduces anxiety.

10. Part-time counselors need to have constructive assignments if they are to have the level of job satisfaction necessary to remain in the position long enough to become skilled in what they do.

11. There are justifiable limitations to the amount of paraprofessional involvement in need analysis and packaging; any involvement whatsoever requires comprehensive policy and procedure statements and close supervision.

12. Confidentiality and complexity are no more serious problems for part-time as for full-time personnel.

13. The level of satisfaction with the performance of part-time counselors

is quite high, especially among those institutions that make substantial use of them. This can probably be attributed to a greater capacity to provide adequate selection, training, and supervision activities, which in turn promote higher quality work and reduce turnover rates, two of the primary deterrents to the use of (and satisfaction with) part-time counselors.

14. Although the NCES Survey reports less satisfaction with College Work-Study counselors than with other part-time counselors, there are some logical explanations for the difference. More exposure or opportunity to fail, a more restricted pool of eligible qualified persons, use in unstructured settings without proper training and supervision, and a more transient nature may account for most if not all of the difference.

15. Many student employees in aid offices appear, from their majors reported on the NSEF survey, to be working at the graduate level. The NCES survey did not differentiate on this basis, but it would probably be safe to conclude that such was even more likely to be the case where "counseling" was involved. This would at least in part account for the greater degree of satisfaction with performance expressed by employers at larger and/or public four-year institutions with greater access to graduate students in related fields of study.

16. Despite the problems mentioned in this report, institutions are significantly expanding their use of part-time counselors in an attempt to improve financial aid information and counseling services. It would appear that no federal requirement is needed to accomplish this end. There is a clear consensus that the approach taken in Senate bill 2657 is not only unneeded, but could be counterproductive. It

failed to adequately recognize what institutions might already be doing with respect to providing financial aid services, and did not take into account the considerable differences in institutional resources (staff, CWS allocation levels, available matching funds, inability of proprietary schools to hire CWS employees, available labor pool, etc.). Conversely, it would have alienated many institutions as a further intrusion upon their autonomy, perhaps to the extent that some may have decided that participation in the College Work-Study Program was no longer worth the "hassle."

17. It is evident to us that the provision of incentives for providing expanded financial aid counseling services is a far preferable approach to take, rather than require that it be done.

B. INFORMATION DISSEMINATION

1. While the use of part-time (peer) counselors can certainly contribute to the overall effort to disseminate financial aid information, it is not by any means seen as the single most important need in this area. Except when utilized in outreach programs (which can be effective on a limited basis, but which have exceptional problems of scheduling), part-time counselors primarily impact the campus and students who are already enrolled. There is certainly a need to serve these students well, but the larger challenge is that of reaching those individuals who have not already committed themselves to postsecondary education.

2. The public meetings reflected the concern, particularly on the part of the aid officers present, that peer counseling not be seen as a "cure all" to the information "gap" so frequently described. The discussion frequently identified other needs for improved information

distribution primarily to the prospective rather than the enrolled student.

3. Substantial evidence exists that sufficient information is not being made available, sometimes intentionally, for good choices to be made. Information needs to reflect student needs, not just institutional purposes.

4. Discussion always made the distinction between reaching the "traditional" student and the "non-traditional" one. There continues to be considerable concern about the capacity (rather than the ability) of the high school guidance counselor to provide adequate financial aid counseling and information. Better information is not sufficient — better counseling is also needed. There were a number of suggestions made for addressing this problem, some having considerable merit, in our opinion. Our recommendations will reflect these opinions.

5. The "non-traditional" prospective student is more difficult to reach in many ways because he/she operates outside the structured setting of the secondary school (even when still attending). It is a matter of "catch as catch can" to convey information to these individuals, using means that have seemed too commercial to most educational institutions heretofore. Much greater use of mass media is necessary to attract attention to the opportunities available and "whet the appetite" accordingly. The public meeting participants had a number of good comments concerning quality rather than sheer quantity, simplicity rather than great detail, and improved timing of information delivery. (Information needs to reach high school students earlier than the senior year to do maximum good.)

6. Perhaps the greatest need with respect to information dissemination is better coordination. If every federal agency, state agency, postsecondary institution, need analysis service, and other interested party "does its own thing," the public is going to be overwhelmed with information and be unable to absorb it adequately.

7. Student involvement in the evaluation of present dissemination efforts, in coordination and planning of expanded efforts, and in the development of materials and approaches will help to keep the focus upon the receiver rather than the provider of the information.

These comments summarize our conclusions coming out of the previous literature, the research, and the public meetings. The recommendations which follow are based upon these conclusions.

CHAPTER VI

RECOMMENDATIONS

The recommendations which follow are solely those of the contractor, and no endorsement on the part of the public meeting participants is intended or implied. While many of these potential solutions were discussed at the public meetings, no votes were taken or endorsements sought.

As we did with our conclusions, the recommendations are divided into two sections, the first for part-time counselors, the second for information dissemination in general. The focus of the recommendations is the action which we think the federal government should take to alleviate a particular set of problems. State and/or institutional actions can in many instances be implied from the federal recommendations.

A. PART-TIME COUNSELORS

Recommendations in this area are based upon the premise that the use of part-time counselors is an effective means of providing expanded financial aid information and counseling services for most institutions. Given our earlier conclusion that requiring institutions to utilize part-time counselors is not a sound approach, the emphasis here will be on the provision of incentives to encourage their use.

1. First and foremost, we urge that whatever is done be accomplished through existing programs, not by creating a new one. This report refers to complexity on several occasions, and it is a matter of concern, not only with respect to part-time counselors, but to the professionals and federal program managers as well. The remaining suggestions can all be implemented by little or no legislative action and do not require new initiatives on the part of the Congress.

2. As mentioned earlier, there is an untapped information resource within the Office of Education concerning the current state of financial aid staffing. We believe it should be added to the data developed herein. The personnel information on the Tripartite Application has not been analyzed on a national basis and would supply a wealth of data on full-time as well as part-time staff. We urge the U.S.O.E. to review this information in a systematic fashion and incorporate it into this study's database.

3. Much can be done, we believe, to encourage institutions to utilize part-time personnel; some of these actions involve financial incentives, but others would require relatively little expenditure of federal dollars.

   a. Encourage institutions via a "Dear Colleague" letter to explore the possibility of expanding financial aid services through the use of part-time personnel.

   b. Provide a manual of materials on how to set up a part-time or peer counselor program, including case studies of successful programs. A similar publication put out by NASFAA and the Project for Service Learning on setting up off-campus College Work-Study programs was very well received in the field.

   c. Include a peer counselor program among the elements of a good aid operation U.S.O.E. is looking to find in its program reviews. A recommendation from a program review to the institutional president is often very effective in bringing about change and innovation.

d. Develop a set of exemplary training materials for peer counselor training programs, to be supplemented with state and institutional information and procedures. Incorporate audio-visual training aids not easily provided at the local level, such as need analysis rationale, Basic Grant eligibility determination, BEOG application and supplemental application processing procedures, etc.

4. With respect to financial incentives, we see the following to be the preferred approach, in our order of preference:

   a. The most logical incentive, we believe, to expanded financial aid services would be a funding of administrative allowances authorized by the Education Amendments of 1976 for the BEOG and GSL programs. These funds, when added to the allowances already provided for the campus-based programs, will permit institutions to provide supportive services and information dissemination with maximum flexibility and minimum "red tape." With the funds thus provided, schools can cover training and supervision costs, provide adequate space, pay the institutional matching portion of CWS counselors' wages or the entire wages of non-CWS counselors, thus greatly reducing most of the deterrents to expanded use of part-time counselors reported by the institutions in this study. The other big deterrent, turnover, would be greatly reduced by the increased attention given to training, supervision, and wage costs. We believe that the administrative allowance route is the best because it reflects the size of the program on an ongoing basis. Because of the flexibility it provides, there need be no special treatment for institutional size, type, or current program. If only the CWS program were to be used to expand services, for

example, some provision should be made to help the proprietary schools. Then a special provision would be needed to equalize support to the two-year institutions who cannot find enough qualified CWS-eligibles among their short-term enrollees, etc. The administrative allowance permits these schools to use alternate courses of action if CWS is not viable for some reason.

b. Our second preference is to provide additional CW-S funds to schools promising to use it for peer counselor programs. This could be handled with minor modification to the existing panel review and allocation process, and to the institutional maintenance of level-of-effort reporting procedure.

c. Our third preference is to expand the current provisions for diverting a percentage of the institution's CWS allocation for off-campus job development, including peer counseling as an acceptable use of those funds. The effectiveness of this approach would be tied to the provision of additional CWS funds, rather than taking the money from current employment levels. This approach also has the disadvantage of requiring Congressional authorization as well as appropriations action.

d. Our least desirable suggestion is to provide a federal subsidy to institutions for partial payment of wages for non-CWS employees when qualified CWS-eligibles are not available. This would not only require, in all probability, a new program, but it would be difficult to monitor and otherwise administer. It would, however, provide greater equity for the proprietary and two-year institutions with limited capacity to improve services

solely via the College Work-Study Program.

B. INFORMATION DISSEMINATION

There are a sizeable number of suggestions for improving overall information dissemination provided in Appendix D. All of these are probably important, but some will continue to be done regardless of this report and others are not logically a federal government responsibility. The following suggestions, we submit, do deserve full consideration as steps the federal government can reasonably take to enhance the dissemination of financial aid information.

1. Continue to promote the coordination and simplification of the financial aid application and delivery process.

2. Bring about better coordination of the many programs of student assistance now spread throughout the federal government. Assignment to the same Congressional committees would help, as would centralization of program administration, but a coordinated effort of the current agencies would suffice, and is undoubtedly more politically realistic.

3. With respect to Basic Grants, improve current mass media efforts; do not depend entirely upon public service announcements, which are typically aired at times of low listener ratings, but purchase commercial time. Include information about the campus-based programs as well, and mention the availability of state and institutional programs.

4. Encourage coordinated state plans of disseminating financial aid information on a local basis. Involve all interested parties in that planning: the state associations of financial aid administrators and admissions officers, the state chapters of APGA, the state

education department, state associations of principals and school boards, the state student assistance agency, and perhaps most importantly, some students at both the secondary and postsecondary levels to help "load and aim" the effort. In exchange for such a coordinated plan, provide grants for the development of audio-visual materials or other costs of implementation, to be matched by state funds.

5. Expand the Educational Information and Educational Opportunity Centers as rapidly as feasible, in order to increase accessability of information to the non-traditional student.

6. Continue the involvement of high school counselors in U.S.O.E. training activities, but use other means of reaching the "rank and file"; out-of-town meetings will never suffice. A "Dear Colleague" letter to secondary schools on a regular basis would be a start.

7. Otherwise seek to upgrade the quality of financial aid counseling at the secondary level by "lobbying" the accreditation groups and the credentialing bodies to require more exposure to admissions and financial aid information and skills in degree programs preparing secondary school counselors.

We feel that the federal government can make a real contribution to the improvement of financial aid information dissemination efforts through these (and probably others not mentioned) means. Some of these projects would require substantial amounts of federal funding, but many can be implemented with relatively little in the way of "new" money. We believe, the investment required to be a needed and worthwhile one.

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CHAPTER II

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CHAPTER III

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APPENDIX

APPENDIX A

FINANCIAL AID INTERN CURRICULUM
CALIFORNIA STATE COLLEGE, FULLERTON

1. The profession of financial aid, ethical considerations, confidentiality, viewpoints, relationships with students, faculty, the community and other college offices.
2. Emergency loan practices and procedures. Includes granting of loans, maintenance of records, collection procedures, reports to donors, management of funds.
3. Management of institutional funds. Includes accounting for funds, donor relationships, disbursement procedures, records and reports.
4. Athletic grant procedures. Includes authorization cycle, payments, accountability.
5. National Defense Student Loan (Read NDSL manual)
6. Work-Study program (Reas work-study manual)
7. Educational Opportunity Grant program (Read EOG manual)
8. FISL program
9. Computation of Parents' Confidential Statements (PCS) and production of Financial Need Analysis Report (FNAR). (Read CSS manual for Financial Aid Officers)
10. Computation of Financial Aid Questionnaire (FAQ) and production of FNAR.
11. ACT financial need analysis system (read ACT handbook).
12. Benefits derived from Social Security, State Rehabilitation, V.A., food stamps, railroad retirment, etc., and how they apply to financial need.
13. Law Enforcement Education Program (Read LEEP manual)
14. Computing need for independent students.
15. Practicum in PCS analysis and computing independent studnet's need.
16. State programs - State scholarships, fellowships: COG, SEOG, etc.
17. Observation: Work-Study Office; FISL Office; NDSL and EOG Office
18. Observation of interiews
19. Interview practicum
20. Management problem-solving:

    a. Submit paper analyzing emergency loan procedures and suggesting improvements.
    b. Prepare letter answering coach's request to cut athletic grants to players. (See NCAA manual and athletic grant procedures)
    c. Prepare position paper for Dean of Student's use in the President's Cabinet defending the off-campus work-study program and urging its continuation.
    d. Study exit interview procedures and submit paper suggesting improvements.
    e. From PCSs provided, prepare award packages.
    f. From the facts provided, prepare the Financial Aid Office's response to a charge of discrimination.
    g. Respond to the President's request for a scholarship fund-raising plan.
    h. Prepare justification for the hiring of another counselor in the Financial Aid Office.
    i. Prepare a memo to the EOP director explaining how we request federal financial aid funds.
    j. Prepare policy statement on the acceptance and administration of scholarship funds.
    k. Prepare other papers as assigned.

APPENDIX B

STUDENT FINANCIAL AID

Schedule for Interns

Approximate Number of Hours	Subject
1	General Orientation to Student Financial Aid
1	Student Financial Aid Office in the University Structure
1	Student Financial Aid Office - Internal Organization
10	Awards Section - Organization, Programs, Functions
10	Loans Section - Organization, Programs, Functions
5	Student Part-Time Employment Functions and Procedures
2	General Review with Questions and Answer Period

METHODS, INC.
30 15th STREET N.W.
SUITE 300
WASHINGTON, D.C.
20005
202-785-0911

APPENDIX C

MEMORANDUM

TO: National Council, Regional Presidents, State Presidents

DATE: July 15, 1977

As you know, the Education Amendments of 1976 contain a number of provisions aimed at improving the quantity and quality of information dissemination concerning the financial assistance programs available to postsecondary students. One such provision, Section 493B, mandates the Commissioner of Education to:

a) survey institutions regarding current information dissemination practices, including the use of student and non-student part-time employees, as well as student and community volunteers in dissemination activities;

b) convene meetings of financial aid administrators, students, and other interested persons to discuss ways of improving and expanding information services and the training of personnel to provide such services;

c) include, whenever possible, student peer counselors and other part-time financial aid personnel in OE-sponsored training programs; and

d) make recommendations to the Congress concerning the above findings and offer any "legislative proposals for improving the use and quality of services of part-time campus financial aid personnel."

Section 493B is a Conference Committee compromise between the Senate bill which would have required every institution participating in CW-S to employ a formula-determined number of students as "peer counselors," and the House bill, which had no such provision. Because of NASFAA and institutional objections, and the feeling of the House Conferees that the Senate language went too far into institutional affairs, the 493B provisions calling for a study of the current and potential use of part-time personnel were substituted.

Educational Methods, Inc. has been engaged by the Office of Education to analyze the institutional survey indicated above, to draft tentative conclusions drawn from the survey data and other available sources, to conduct the specified meetings of aid officers, student, and others for the purpose of reviewing these materials and providing input for the

Commissioner's report to the Congress, and to draft recommendations coming from these meetings for the Commissioner's consideration.

The purpose of this letter is to invite you or your designee to attend one of the public meetings scheduled during the week of August 15, 1977. The times and locations of these meetings are as follows:

August 15, 1977	Room 410-415 Marvin Student Center The George Washington University 800 21st Street, NW Washington, DC 9am - 4pm
August 17, 1977	Training Room A, 17th Floor US Office of Education 300 S. Wacker Drive Chicago, IL 9am - 4pm
August 18, 1977	Parlor A Student Union Building University of Utah Salt Lake City, Utah 9am - 4pm

Although we are expecting that you will attend the meeting at the nearest location, you may feel free to attend any other session if it is more convenient to do so. Unfortunately, there are no federal funds available to cover your expenses to attend. We also recognize that these sessions are being held on very short notice and at a time of year that may conflict with your vacation plans,but the deadline for the Commissioner's report to the Congress gives us no alternative. Despite these limitations, we are hopeful that your schedule will permit attendance and that travel funds can be secured from your institution or association to participate in this opportunity to impact federal policy and improve dissemination efforts regarding student financial aid programs. This matter has broad implications to every aid office and deserves your attention.

If time permits, we will distribute a draft of the survey findings and tentative conclusions to all participants in advance of the meetings. Please return the enclosed response from as quickly as possible in order that these materials can be sent directly to the participants.

Sincerely,

Richard L. Tombaugh

Richard L. Tombaugh
Project Director

EDUCATIONAL METHODS, INC.
1030 15th STREET N.W.
SUITE 300
WASHINGTON, D.C.
20005
202-785-0911

MEMORANDUM

TO: Heads of Student Organizations, Student Press, and Other Groups Interested in the Student as Consumer

DATE: July 15, 1977

As you probably know, the Education Amendments of 1976 contain a number of provisions aimed at improving the quantity and quality of information dissemination concerning the financial assistance programs available to postsecondary students. One such provision, Section 493B, mandates the Commissioner of Education to:

a) survey institutions regarding current information dissemination practices, including the use of student and non-student part-time employees, as well as student and community volunteers in dissemination activities.

b) convene meetings of financial aid administrators, students, and other interested persons to discuss ways of improving and expanding information services and the training of personnel to provide such services;

c) include, whenever possible, student peer counselors and other part-time financial aid personnel in OE-sponsored training programs; and

d) make recommendations to the Congress concerning the above findings and offer any "legislative proposals for improving the use and quality of services of part-time campus financial aid personnel."

Educational Methods, Inc. has been engaged by the Office of Education to analyze the institutional survey indicated above, to draft tentative conclusions drawn from the survey data and other available sources, to conduct the specified meetings of aid officers, students, and others for the purpose of reviewing these materials and providing input for the Commissioner's report to the Congress, and to draft recommendations coming from these meetings for the Commissioner's consideration.

The purpose of this memo is to invite you or a knowledgeable person you might choose to designate to attend one of the public meetings scheduled during the week of August 15, 1977. The times and locations of these meetings are as follows:

EDUCATIONAL METHODS, INC. • P.O. BOX 2908 • DENVER, COLORADO 80201 • 303/770-2571

August 15, 1977 — Room 410-415
Marvin Student Center
The George Washington University
800 21st Street, NW
Washington, DC
9am - 4pm

August 17, 1977 — Training Room A, 17th Floor
US Office of Education
300 S. Wacker Drive
Chicago, IL
9am - 4pm

August 18, 1977 — Parlor A
Student Union Building
University of Utah
Salt Lake City, Utah
9am - 4pm

Although we are expecting that you will attend the meeting at the nearest location, you may feel free to attend any other session if it is more convenient to do so. Unfortunately, there are no federal funds available to cover your expenses to attend. We also recognize that these sessions are being held on very short notice and at a time of year that may conflict with your vacation plans, but the deadline for the Commissioner's report to the Congress gives us no alternative. Despite these limitations, we are hopeful that your schedule, or that of your designee, will permit attendance and that travel funds can be secured to participate in this opportunity to impact federal policy and improve dissemination efforts regarding student financial aid programs.

If time permits, we will distribute a draft of the survey findings and tentative conclusions to all participants in advance of the meetings. Please return the enclosed response form as quickly as possible in order that these materials can be sent directly to the participants.

Sincerely,

Richard L. Tombaugh

Richard L. Tombaugh
Project Director

EDUCATIONAL
METHODS, INC.
P.O. BOX 19297
SAN DIEGO, CALIFORNIA
92119
714-464-3804

Dear

As you may know, the Education Amendments of 1976 contain a number of provisions aimed at improving the quantity and quality of information dissemination concerning the financial assistance programs available to postsecondary students. One such provision, Section 493B, mandates the Commissioner of Education to:

a) survey institutions regarding current information dissemination practices, including the use of student and non-student part-time employees, as well as student and community volunteers in dissemination activities;

b) convene meetings of financial aid administrators, students, and other interested persons to discuss ways of improving and expanding information services and the training of personnel to provide such services;

c) include, whenever possible, student peer counselors and other part-time financial aid personnel in OE-sponsored training programs; and

d) make recommendations to the Congress concerning the above findings and offer any "legislative proposals for improving the use and quality of services of part-time campus financial aid personnel."

Educational Methods, Inc. has been engaged by the Office of Education to analyze the institutional survey indicated above, to draft tentative conclusions drawn from the survey data and other available sources, to conduct the specified meetings of aid officers, students, and others for the purpose of reviewing these materials and providing input for the Commissioner's report to the Congress, and to draft recommendations coming from these meetings for the Commissioner's consideration.

You have been identified as an individual with a high degree of expertise and/or interest in the training of counseling and administrative personnel. As such, your participation in

the meetings cited above would be most helpful as we develop recommendations relative to the training of part-time financial aid advisors or counselors. We are, therefore, inviting you to attend one of the public meetings scheduled during the week of August 15, 1977. The times and locations of these meetings are as follows:

August 15, 1977	Room 410-415 Marvin Student Center The George Washington University 800 21st Street, NW Washington, DC 9am - 4pm
August 17, 1977	Training Room A, 17th Floor US Office of Education 300 S. Wacker Drive Chicago, IL 9am - 4pm
August 18, 1977	Parlor A Student Union Building University of Utah Salt Lake City, Utah 9am - 4pm

Although we are expecting that you will attend the meeting at the nearest location, you may feel free to attend any other session if it is more convenient to do so. Unfortunately, there are no federal funds available to cover your expenses to attend. We also recognize that these sessions are being held on very short notice and at a time of year that may conflict with your vacation plans, but the deadline for the Commissioner's report to the Congress gives us no alternative. Despite these limitations, we are hopeful that your schedule will permit attendance and that travel funds can be secured to participate in this opportunity to impact federal policy and improve dissemination efforts regarding student financial aid programs.

If time permits, we will distribute a draft of the survey findings and tentative conclusions to all participants in advance of the meetings. Please return the enclosed response form as quickly as possible in order that these materials can be sent to the participants.

Sincerely,

Richard L. Tombaugh

Richard L. Tombaugh
Project Director

EDUCATIONAL
METHODS, INC.
1030 15th STREET N.W.
SUITE 300
WASHINGTON, D.C.
20005
202-785-0911

July 25, 1977

Dear

As you know, the Education Amendments of 1976 contain a number of provisions aimed at improving the quantity and quality of information dissemination concerning the financial assistance programs available to postsecondary students. One such provision, Section 493B, mandates the Commissioner of Education to:

A) survey institutions regarding current information dissemination practices, including the use of student and non-student part-time employees, as well as student and community volunteers in dissemination activities;

B) convene meetings of financial aid administrators, students, and other interested persons to discuss ways of improving and expanding information services and the training of personnel to provide such services;

C) include, whenever possible, student peer counselors and other part-time financial aid personnel in OE-sponsored training programs; and

D) make recommendations to the Congress concerning the above findings and offer any "legislative proposals for improving the use and quality of services of part-time campus financial aid personnel."

Educational Methods, Inc. has been engaged by the Office of Education to analyze the institutional survey indicated above, to draft tentative conclusions drawn from the survey data and other available sources, to conduct the specified meetings of aid officers, students, and others for the purpose of reviewing these materials and providing input for the Commissioner's report to the Congress, and to draft recommendations coming from these meetings for the Commissioner's consideration.

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Because of your current responsibilities relating to student assistance and/or general administration in post-secondary education, it was felt that you might have an interest in attending one of the public meetings scheduled during the week of August 15, 1977. The times and locations of these meetings are as follows:

August 15, 1977	Room 410-415 Marvin Student Center The George Washington Univ 800 21st Street, NW Washington, DC 9am - 4pm
August 17, 1977	Training Room A, 17th Floor US Office of Education 300 S. Wacker Drive Chicago, IL 9am - 4pm
August 18, 1977	Parlor A Student Union Building University of Utah Salt Lake City, Utah 9am - 4pm

Although we are expecting that you will attend the meeting at the nearest location, you may feel free to attend any other session if it is more convenient to do so. Unfortunately, there are no federal funds available to cover your expenses to attend. We also recognize that these sessions are being held on very short notice and at a time of year that may conflict with your vacation plans, but the deadline for the Commissioner's report to the Congress gives us no alternative. Despite these limitations, we are hopeful that your schedule will permit attendance and that travel funds can be secured to participate in this opportunity to impact federal policy and improve dissemination efforts regarding student financial aid programs.

If time permits, we will distribute a draft of the survey findings and tentative conlusions to all participants in advance of the meetings. Please return the enclosed response form as quickly as possible in order that these materials be sent directly to the participants.

Sincerely,

Richard L. Tombaugh
Project Director

EDUCATIONAL METHODS, INC.
1030 15th STREET N.W.
SUITE 300
WASHINGTON, D.C.
20005
202-785-0911

July 19, 1977

Ms. Mae Satterfield
PO Box 1331
Huntsville, AL 35807

Dear Ms. Satterfield:

This is to confirm our recent telephone conversation concerning the meetings EMI is conducting on behalf of the US Office of Education. As I mentioned on the phone, these meetings are being held in accordance with Section 493B of the Education Amendments of 1976. I am enclosing copies of that section of the law and excerpts from the Senate and Conference Committee reports (the House Committee was silent on this matter) concerning the intent of the Congress.

As further backgound information, the National Center for Educational Statistics, through another contract, did a survey of a sample of institutions to determine current practices in this area. A copy of that survey form and some summary statistics on the responses is also enclosed. As additional analysis is done, and materials for the meetings is developed, I will send you further background information.

Your responsibilities during the course of the meeting will primarily be that of assisting me assimilate all the reactions, comments and recommendations of the participants. Depending upon the size of the group, we may break down into subgroups in order to facilitate duscussion. In that event, you will serve as a group leader/recorder and then assist me in compiling the "minutes" of the various subgroups. If we stay in one group, we will probably work as a panel, jointly guiding the discussions and noting the comments.

I would ask that you plan to arrive in the meeting city by 8pm the previous evening, so that we can review the day's agenda more completely. I will be in touch with you later with specifics as to where and when.

EMI will compensate you for your services at the rate of $125 for the day, for stipend and meals, plus all travel expenses and any hotel charges you may incur. Vouchers will be provided upon which to submit your claim. You may make your own travel and lodging arrangements, or we will do it for you upon request.

Thank you for making yourself available for this assignment. I look forward to working with you. If you have any questions, do not hesitate to contact me.

Sincerely yours,

Richard Tombaugh

Richard L. Tombaugh
Project Director

RLT/jk

Richard L. Tombaugh
Educational Methods, Inc.
1030 15th Street, NW #300
Washington, DC 20005

Dear Mr. Tombaugh:

In response to your invitation to participate in the discussions concerning financial aid information services as mandated in Section 493B of the Education Amendments of 1976, please be advised that:

☐ I will be attending the meeting scheduled for
- ☐ August 15 in Washington, DC
- ☐ August 17 in Chicago
- ☐ August 18 in Salt Lake City

☐ I will be unable to attend, but have designated

Name_____

Address_____

City_____State_____ZIP_____

to attend in my place. He/she plans to attend the session in
- ☐ Washington, DC
- ☐ Chicago
- ☐ Salt Lake City

☐ It is not possible for me or a designee to attend any of the sessions.

☐ I would like
☐ I would not like
to have the opportunity to review your tentative findings and conclusions, and to provide my reactions by mail.

Name and title_____

Address_____

City_____State_____ZIP_____

EDUCATIONAL METHODS, INC.
1030 15th STREET N.W.
SUITE 300
WASHINGTON, D.C.
20005
202-735-0911

TO: Participants in meetings on the use of part-time personnel for financial aid counseling and information dissemination

FROM: Richard L. Tombaugh, Project Director

DATE: August 1, 1977

Thank you for your prompt indication that you will be attending one of our public meetings on the above topic. In order that you might have your thinking stimulated about the matters we are to dicuss, I am enclosing a brief interim report and a summary of the survey results which may form the basis for many of the conclusions and recommendations to be developed by this project.

If you have materials on the successful utilization of part-time employees in the financial aid office, "peer counselors" and/or the training of same, or other aspects of information dissemination in this area, please bring them with you to the meeting.

I look forward to seeing you during the week of August 15.

APPENDIX C (cont.)

ATTENDANCE AT PUBLIC MEETING
Washington, D.C.

Participant	Address	Representing
E.W. "Red" Burnette	Newberry College Newberry SC 29108	SCASFAA
William Rogers	The Univ of Alabama Tuscaloosa, AL 35401	AASFAA
Charles Holcombe	PO Box 804 Spindale, NC 28160	NCASFAA
Harold L. Nixon	Fayetteville State Univ Fayetteville, NC 28301	Visitor
Sister Ann Michele Texido	College of St Elizabeth Convent NJ	NJASFAA
Lawrence Gladieux	1717 Massachusetts Ave Wash DC	
Ed Savage	American Council Life Insurance NYC	Educ Services
Debbie Stegura	2000 P St #304 Wash DC 20036	NSEF
Larry Zoglaniezy	1730 Rhode Is. #500 Wash DC	COPUS
Layton Olson	2000 P St #305 Wash DC 20036	NSEF
Jeanette Goor	USOE Wash DC 20202	USOE/NCES
Alex Ratnofsky	USOE Wash DC	USOE/OPBE
Bryan Gurule	SNEA, 1201 16th NW Wash DC	SNEA
Tim Landy	110 Georgetowne Pl McKeesport PA 15135	PISA
Steve Biddle	227 State St. Harrisburg, PA 17101	PISA
Arthur Hidalgo	SASU/109 State St Albany, NY 12210	CCS Student Committee SASU
Doug MacDonald	Univ of Delaware Newark, DE	DC-DE-MD ASFAA
Dallas Martin	NASFAA	NASFAA

APPENDIX C (cont.)

ATTENDANCE AT PUBLIC MEETING
Washington, D.C.

Participant	Address	Representing
Joyce Dunagan	George Washington Univ Wash DC	GWU
Vicki Baker	George Washington Univ Wash DC	GWU
Herm Davis	Montgomery College Rockville, Md.	EMI
Neil Bolyard	West Virginia Univ Morgantown, WV	EMI
Richard Tombaugh	Washington, DC	EMI

APPENDIX C (cont.)

ATTENDANCE AT PUBLIC MEETING
Chicago, Illinois

Participant	Representing
Clarence L. Casazza Assoc Dir of Student Fin Aid Ball State Univ Muncie, IN 47306	ISFAA
Allen W. Purdy Director of Financial Aid Services University of Missouri Columbia, MO 65201	
Ken Gunji Coordinator, Fianncial Aid Parkland College Champaign, IL 61820	ILASFAA
Alex Ratnofsky USOE 400 Maryland Ave SE Wash DC	USOE
Julius Washington Work-Study Job Counselor Northwestern Univ Financial Aid 633 Clark Street Evanston, IL 60201	
Clara Fitzpatrick CEEB 990 Grove Street Evanston IL 60201	
Jim Eagon United Council of Univ of WI Student Govts Inc 1930 Monroe Street Room 305 Madison, WI 53711	
Mae Satterfield P.O. Box 1331 — West Station Huntsville, AL 35807	EMI
Dan Hall Director of Financial Aid Northwestern Univ. Evanston, IL 60201	EMI
Richard Tombaugh Washington, DC	EMI

APPENDIX C (cont.)

ATTENDANCE AT PUBLIC MEETING
Salt Lake City, Utah

Participant	Representing
Mike Johnson Director of Financial Aid Utah Technical College P.O. Box 1009 Provo, Utah 84601	RMASFAA
Dr. H. Carroll Parish Director of Financial Aid The Bryman Schools, Inc. Costa Mesa, CA 92626	
George T. Urdzik Assistant Director of Financial Aid University of California — Davis Davis, CA 95616	CASFAA
Ms. Peggy Hewlett Associate Director of Financial Aids & Scholarships Univeristy of Utah Salt Lake City, UT 84112	
Donald Scott Director of Financial Aid Augustana College Sioux Falls, SD 57102	EMI
Harold Weight Director of Financial Aids & Scholarships University of Utah Salt Lake City, UT 84112	EMI
Richard Tombaugh	EMI

APPENDIX D

SUGGESTIONS FOR THE IMPROVEMENT OF STUDENT FINANCIAL AID INFORMATION DISSEMINATION

The following list of suggestions came from the public meetings. All ideas were included, even though some may already be implemented to one degree or another in one place or another.

A. What the federal/state governments might do:

1. Continue to encourage simplification of the application process and delivery system.

2. Assume a more active role in the coordination of all federal sources of student assistance.

3. Provide leadership for the development of training materials for financial aid officers, business officers, high school counselors and other interested parties.

4. Provide continuing in-service training through more frequent "Dear Colleague" letters to participating institutions; consider expanding this type of communication to secondary schools as well (perhaps a separate edition geared to their degree of involvement), so that they feel more involved and do not have to wait for information to filter down from the postsecondary level. Occasional workshops are not sufficient for either secondary or postsecondary personnel; the flow of information must be continuous to be effective. Also see item 11 of the institutional suggestions.

5. Provide more rapid turnaround and better instructions on Basic Grant applications which are incomplete or improperly completed.

6. Use the mass media not only for public service spots, which are often aired at times when audiences are smallest and commercial offerings are sparce, but for paid advertising in the manner the Department of Defense does for military recruiting. In this, as in everything else, "you get what you pay for."

7. Conduct a "Financial Aid Awareness Week" with a Presidential proclamation, expanded news coverage, media advertising, etc.; the first few days of January when Basic Grant applications and financial statements are newly available would be the best time.

8. Restrict national (and state) information to the basics, just enough to "whet the appetite;" too much detail will confuse people and lessen their enthusiasm before they can get the facts they need. Leave the specifics to the institutions after dialogue has been initiated.

9. Contract with student groups (national or local) to assist with information dissemination activities, training of peer counselors, and review of federal services to students.

10. Expand promotional efforts to include younger students and motivate them before it is too late to recover; do not restrict contacts to high school seniors. Aim at students (and parents) rather than counselors; The FACT SHEET is too "cold."

11. Develop specialized promotional materials for the non-traditional student, the handicapped student, the drop-out, etc.; these individuals "block out" information obviously aimed at the traditionally college bound.

12. Expand the Educational Information Centers and Educational Opportunity Centers as rapidly as feasible, so that no area of the country is without reasonable access to one or the other. These are particularly important to the non-traditional prospective student without either secondary or postsecondary ties.

13. Prepare a total package for post high school planning, to include career information, how to apply for admission to various types of institutions, as well as comprehensive financial aid information.

14. Provide grants to institutions and groups of institutions for the development of quality audio-visual materials focused at the local or state level.

15. Information dissemination problems are not unique to financial aid or to education. Educators must take advantage of what others have learned in this case.

16. Use the personnel and facilities of the Cooperative Extension Service to disseminate financial aid information.

17. Use existing programs and services to do the job required; do not further fragment the effort with more new programs.

18. Expand the Basic Grant (800) area code numbers to include information on federal and state programs.

19. Use encouragement, influence, or mandates to provide more exposure to admissions and financial aid information in the guidance and counseling curriculums involved in training tommorow's high school counselors. Utilize the accreditation and/or certification process if necessary.

20. A state plan for information dissemination should be developed cooperatively between institutional aid officers from various types of institutions, state grant program administrators, counselors, students, social service agencies and other interested parties. The plan might be coordinated by 1202 Commissions. Specific information centers could be established and manned by various representatives of institutions and agencies. (Vermont and Minnesota have programs that might serve as examples of the type of information that can be developed.)

B. What institutions might do:

1. Consider the utilization of community and campus volunteers to assist in the dissemination of financial aid information. Although dependability and turnover might be a problem, using volunteers to supplement employee efforts might well pay off. One group which might be particularly helpful because of their allegiance to the institution is the alumni organization.

2. Train all CWS participants (and other aid recipients) with respect to available programs, application procedures, delivery systems, etc, so that they can function as informal "peer counselors" wherever they might go, on and off campus.

3. Use the student government to develop research on student financing habits, expenditure patterns, need for services, student satisfaction with current services, etc.

4. Use student interns (peer counselors) on a part-time basis in satellite offices or information desks scattered among the heavy student traffic areas of the campus; locations such as residence halls, student unions, recreational gymnasiums, departmental offices, etc. provide ready access to students who need basic information and/or referral to professional personnel.

5. Utilize student and/or facility advisory groups to evaluate dissemination efforts (as well as policy and procedural matters) to make sure that the approach is appealing to the target population.

6. Review informational materials carefully; the problem may be more one of quality than of quantity. Too much volume can be overwhelming, especially to the naive. Develop materials that do not depend entirely upon the ability (or willingness) to read extensive materials. Make the materials attractive and appealing to look at. Use students to assist in material development and production.

7. Refer to items 6-7 of the federal/state government suggestions.

8. Recognize that there are many types of publics in need of information and counseling; a peer is not a peer is not a peer; one who is an effective peer contact for one type of student is not necessarily as effective for other types.

9. See item 15 of the federal/state government section.

10. Develop a close working relationship with the campus newspaper and radio station. A weekly column or program devoted exclusively to financial aid information can be very effective. A student employee can often be more successful in developing and maintaining these contacts.

11. Encourage the state association of student financial aid administrators to publish a regular newsletter and conduct regular aid workshops for high school counselors, perhaps in conjunction with the state student assistance agency.

12. Utilize students (peer counselors) to assist with outreach programs into the high schools and communities. Good training and supervision are particularly important to maintaining the cooperation of the schools and community agencies. Students can be paid or volunteers, but the latter must be highly motivated to be dependable.

13. Establish "hotline" or (800) area code numbers for providing information about admission and financial aid.

14. Use large public events like county and state fairs, concerts, athletic events, etc. to reach target populations with financial aid information (PA announcements, flyers, etc.).

15. Involve financial aid personnel (professional and student) in summer and fall orientation programs for both students and parents.

16. Involve financial aid personnel in the training of admissions recruiters (by whatever name) so that information provided to prospective students will be as complete as possible.

17. Develop and utilize tape and/or film cassettes to provide basic information on the available programs, applications, procedures, etc. These can be used on the campus or in the high schools on a "walk in" basis to cut down on the one-to-one counseling load.

APPENDIX E

PEER COUNSELOR STAFFING REQUIREMENTS

UNDER THE PROVISIONS OF S. 2657

The following are examples of the levels of staffing which would have been required by S. 2657 through the College Work-Study Program to provide peer counselors for institutional financial aid information dissemination efforts. While these provisions were not enacted by the Congress, these examples are helpful in understanding why the postsecondary education community opposed passage of this particular approach while being generally supportive of the concept of using peer counselors for this purpose.

INSTITUTION'S FTE ENROLLMENT	NUMBER OF FTE PEER COUNSELORS	NUMBER OF STUDENTS REQUIRED TO STAFF 1/
0-4000	1	3
4001-5000	2	6
5001-6000	3	9
6001-7000	4	12
7001-8000	5	15
8001-9000	6	18
9001-10,000	7	21
10,001-12,000	8	24
12,001-14,000	9	27
14,001-16,000	10	30
16,001-18,000	11	33
18,001-20,000	12	36
20,001-22,000	13	39
22,001-24,000	14	42
24,001-26,000	15	45
26,001-28,000	16	48
28,001-30,000	17	51
30,000+	2/	3/

1/ Based upon average of 12-14 hours of employment per week.

2/ 17 plus one additional for every 2000 FTE over 30,000.

3/ 51 plus 3 additional for ever 2000 FTE over 30,000.